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PUBLIC LAND MANAGEMENT

BUREAU OF LAND MANAGEMENT

PART 1

DEPARTMENT OF THE INTERIOR
ESTIMATES OF APPROPRIATIONS, FISCAL YEAR
ENDING JUNE 30, 1966

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

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FY 1966

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DEPARTMENT OF THE INTERIOR
Bureau of Land Management

Highlight Statement

Management of the public lands has passed a major turning point of major significance in the last few months. Traditionally a kind of custodial management of the public lands pending future determination of their disposition or possible retention was all that was expected of the Federal land manager. Increasingly Congress and the public have recognized that this attitude was not consistent with the full use of these lands and their resources for national benefit. A program for positive conservation and management of much of the land, combined with orderly, selective disposal of tracts to meet modern day needs, has been emphasized. Now with passage of major new legislation management of the public lands is on its new course.

The Congress has declared it to be its policy "that the public lands of the United States shall be (a) retained and managed or (b) disposed of, all in a manner to provide the maximum benefit for the general public." It has recognized the uncorrelated and inadequate nature of the body of existing public land laws and the necessity to have a comprehensive review of those laws and the rules and regulations promulgated thereunder to determine revisions that are necessary. For this purpose it has established a Public Land Law Review Commission (P. L. 88-606). Furthermore the Congress has directed the Secretary of the Interior to classify the public lands in order to provide for their disposal or interim management under principles of multiple use and to produce a sustained yield of products and services pending implementation of recommendations to be made by the Public Land Law Review Commission (P.L. 88-607). Congress has provided temporary authority for the sale of certain public lands required for orderly growth and development of a community or that are chiefly valuable for residential, commercial, agricultural (exclusive of lands chiefly valuable for grazing and raising forage crops), industrial or public uses or development (P.L. 88-608). These three Acts signed on September 19, 1964, are among the reasons why the 88th Congress will be remembered for its contribution to the conservation of the Nation's natural resources.

While these important new legislative measures were in process, an intensive effort has been underway within the Bureau of Land Management to prepare for the implementation of this legislation and to evaluate and to reorient its organization, management policies, systems

and methods to provide a strong and efficient vehicle for carrying out these new directions regarding the public lands. Central to the new legislation and to the reorientation of the Bureau is the program for the designation of BLM administered lands into different categories for purposes of management or disposal. These categories can be briefly described as follows:

(1) Management Categories

- (a) Areas with best-blocked land pattern which can be meaningfully encircled by a boundary and given a name.

There will be approximately 60-70 separate areas in this category, including an estimated 140 million acres. The land pattern in these units runs approximately 70-80 percent public land, with the exception of several checkerboard areas, and no significant communities or large blocks of private land have been included. We expect these areas to remain under BLM jurisdiction and full multiple use management.

- (b) Fragmented land pattern areas which do not qualify for (a) above, but which are expected to generally remain in Federal ownership and which require Federal management.

An estimated 25 million acres will be included in this category, including some of the most productive and heavily used recreational lands administered by BLM. The stature given to the Bureau by the identified best-blocked areas should help in the administration of these fragmented areas.

- (c) Specialized areas, which are under partial Bureau of Land Management administration, such as game ranges and national recreation areas.

(2) Transfer Category

This category includes lands which are not required or proper for continued Bureau of Land Management administration. An estimated 10 million acres are involved.

In response to a directive received from the Secretary of the Interior in December of 1963, intensive preliminary work on the actual identification of the public lands by these categories is well underway and it is expected that the best blocked areas can be designated and named during the latter portion of fiscal year 1965.

The clear voice of Congress in support of positive management and conservation, and the present efforts by the Bureau to ready itself, should open a new era in Federal public land management and restore these lands to their proper role of importance among the Nation's natural resources.

The impact of these new policy directions on BIM program operations will be several fold:

1. A general classification of lands into the above several categories;
2. A stronger direct management program for areas recommended for retention;
3. An active disposal effort for lands in the Transfer category; and
4. Coordination of management with adjacent public and private ownership.

At the same time, much has been accomplished quietly that promotes progress. With outstanding local cooperation among agencies and the timber industry the huge task of selling and cutting salvage timber from the disastrous windstorms of 1962 and 1963 has been completed in western Oregon. A reasonably stable market has been maintained. And while speed has been paramount in clearing the salvage, enduring conservation and sustained yield requirements have been recognized and performed.

The Bureau participated actively in recovery measures following the Good Friday earthquake in Alaska. After immediate community needs to protect life and property were met, the Bureau moved quickly to get back into business. Within two weeks the land office was reopened. Bureau aircraft were made available where needed to assist in the recovery program. New plans were drawn for the Anchorage fire facilities providing the Bureau with a more advantageous location, while making available the previous construction site to meet other recovery needs.

Many other measures set in motion in previous years were continued or advanced. The advisory boards with their broadened membership for the consideration of multiple use were strengthened.

Through consistent attention and continuous procedural revisions land office operations have continued to improve since the moratorium, with continued reductions in outstanding caseloads enabling the Bureau to assign personnel and funds to newer programs.

The fiscal year 1966 budget estimates incorporate the broad change in public land management outlined above. Decision upon this budget will strategically determine to a great extent the rate at which the new approaches can be implemented. Under the various appropriations and activities, certain central themes run throughout:

1. Implementing the program for broad designation of the public lands;
2. Augmenting capability for resource management through increasing the degree of direct on-the-ground management in the field, and of coordinating planning and management with other Federal and local agencies of government;
3. Halting deterioration and damage to resources whether caused by natural forces or the rapidly growing number of recreational users of the public lands.

It is for these purposes primarily that increases are sought. In order to highlight this fact the estimates for Management of Lands and Resources, Construction, and Public Lands Development Roads and Trails are presented below in summary form in thousands of dollars:

<u>Major Programs</u>	<u>1965</u>	<u>1966</u>	<u>Increase (+)</u> <u>Decrease (-)</u>
Management of Lands and Minerals	10,732	10,955	+ 223
Resource Management	11,665	12,211	+ 546
Resource Conservation and Development .	11,598	14,103	+2,505
Fire Protection, Suppression and Rehabilitation ^{1/}	5,338	4,403	- 935
Cadastral Surveys	5,042	5,073	+ 31
General Administration	1,882	2,068	+ 186
Construction and Maintenance	4,215	5,165	+ 950
Total	50,472	53,978	+3,506

- ^{1/} The 1965 amount includes the \$1,000,000 supplemental appropriation for fire rehabilitation primarily in Nevada. Consequently there is an overall decrease between 1965 and 1966. Fire suppression is estimated in both years at \$400,000, the amount normally included in the regular budget.

It is evident that the preponderance of the increase requested is for Resource Conservation and Development through performance of the soil and moisture conservation program. The Bureau is under obligation to act in the public interest--to manage the publicly-owned lands and resources in the public interest. One of the important public responsibilities is that of conservation which can now be defined as an investment (1) in maintaining productive potential, (2) in decreasing the productivity deterioration, or (3) in enhancing the productivity potential (value either monetary or nonmonetary).

One of our fundamental conservation philosophies is that this Nation has been endowed with a complex natural resource plant which should be viewed as a capital plant. Some parts of it (minerals for example) are "stock" capital which is depleted as it is used; others produce "flows" that, under proper management, can be used without depleting the capital base. We have not always managed wisely; there has been and is some depletion of our flow resources as well as of our stock resources.

The prudent businessman who has acquired a valuable capital plant makes sure that the plant is maintained by means of a "depletion account" which provides for reinvestment of a portion of current receipts. As the agency responsible for prudent management of an important part of the Nation's resource capital, the Bureau recognizes that some of the government revenues and private receipts generated by use of natural resources really are costs (capital depletion) rather than income. Similarly BLM views an important part of its appropriations and expenditures as reinvestments necessary to maintain society's resource capital.

Significant progress has been made toward integrating economic analysis into BLM resource management planning and operations. While economic criteria primarily reflect benefits measurable in financial terms (commodities of the market) and necessarily omit non-cash measurable benefits (silt reduction, scenery, wildlife, ground water infiltration, etc.), they can make an important contribution to better planning and more efficient use of funds and manpower. Within these recognized limitations, we are concentrating on making economics an active and effective part of the planning and decision-making processes in BLM. A small staff of field economists has been recruited from within the Bureau and has been stationed at three field locations to begin serving the on-the-ground resource managers as staff specialists, consultants, and trainers.

Application of economics at present is limited by a serious absence of much critical data, but we are actively seeking means of overcoming these deficiencies.

In our use of economics we are adhering to the standards, guidelines, and techniques that have been made uniform Government-wide (Senate Document 97 for example). Thus, the results of our analyses will facilitate comparisons among programs and bureaus, by the Bureau of the Budget and others, as well as improve internal Bureau operations.

Manpower conservation and cost reduction is a major program of Bureau-wide concern. To point up the importance of this program, a cost reduction and manpower conservation board consisting of top management officials in the Bureau has been established. This board's principal function is to act on distribution of personnel ceilings and staffing levels; proposed development of greater field activity in the area of manpower and fund utilization; and proposals for the establishment and implementation of new techniques or systems as well as modification of existing techniques or systems to provide better ways of accomplishing the same program levels with less costs and manpower. To insure full implementation the heads of all field offices have been assigned personal responsibility to initiate this program in their respective areas of operation and to inform every employee of the program and encourage active participation.

The board has approved the initiation of ten projects which are expected to generate eventual savings of some \$200,000. Additional projects under active consideration are expected to result in savings of a like amount. These budget estimates contemplate the availability of these savings to perform work which otherwise would require increased funds.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Statement Relating 1964, 1965 and 1966 Programs
(In thousands of dollars)

1964 program (total costs)	\$ 45,459
Decrease in title, lease and records service	-230
Increase in field examination and classification and records improvement programs	+688
Increase in management of grazing lands	+380
Increase in forest management and development programs on public domain and western Oregon lands	+1,022
Transfer of O&C forest protection and development programs to O&C Grant Lands appropriation and decrease in forest protection, Alaska	-1,006
Increase in cadastral surveys	+282
Increase in soil and moisture conservation and rehabilitation of burned over lands	+2,113
Decrease in fire suppression	-2,096
Increase in maintenance of physical facilities	+210
Increase in maintenance on public domain roads	+454
Increase in general administration	+96
1965 program (total costs)	47,372
Decrease in title, lease and records service	-300
Increase for land tenure analysis and recreation inventory	+500
Increase for more adequate management of grazing lands	+491
Increase in forest protection programs on public domain lands, Western States	+65
Increase in soil and moisture conservation program	+1,464
Decrease in fire rehabilitation program	-1,000
Increase in road maintenance	+300
Increase in maintenance of physical facilities	+150
Increase in general administration	+186
Increase above budget allowance, soil and moisture conservation program ..	+1,000
Other increases	+150
1966 program (total costs)	50,378

BUREAU OF LAND MANAGEMENT
STATEMENT RELATING 1964, 1965 AND 1966 PROGRAMS

ANALYSIS BY ACTIVITIES
(in thousands of dollars)

<u>Activities</u>	<u>1964</u>	<u>Decreases</u>	<u>Increases</u>	<u>1965</u>	<u>Decreases</u>	<u>Increases</u>	<u>1966</u>
1. Lease and disposal of lands and mineral resources	10,274	230	688	10,732	300	523	10,955
2. Management of grazing lands ...	5,943	--	380	6,323	--	513	6,836
3. Forestry	8,872	1,006	1,022	8,888	--	98	8,986
4. Cadastral surveys	4,760	--	282	5,042	--	31	5,073
5. Soil and moisture conservation	10,877	--	2,113	12,990	1,000	2,505	14,495
Increase above budget allowance.	--	--	--	--	--	(1,000)	(1,000)
6. Fire suppression.	2,496	2,096	--	400	--	--	400
7. Maintenance of physical facilities	195	--	210	405	--	150	555
8. Maintenance of access roads	256	--	454	710	--	300	1,010
9. General administration...	1,786	--	96	1,882	--	186	2,068
∞ Total program costs, funded	45,459	3,332	5,245	47,372	1,300	4,306	50,378

BUREAU OF LAND MANAGEMENT

1. Lease and Disposal of Lands and Mineral Resources

Subactivity	FY 1964 Amount Available	FY 1965 Amount Available	FY 1966 Estimate	Increase (+) Decrease (-)
(a) Title, Lease and Records Service	\$5,554,534	\$5,633,000	\$5,333,000	\$ -300,000
(b) Land Tenure Analysis and Classification	4,083,334	4,341,000	4,841,000	+500,000
(c) Records Improve- ment	606,559	758,000	781,000	+ 23,000
	10,244,427	10,732,000	10,955,000	+223,000

(a) Title, Lease and Records Service: The estimate of \$5,333,000 is a decrease of \$300,000 as a result of improved operations.

Plan of Work: The program for fiscal year 1966 will emphasize two major trends: continued economies in traditional operations; and initiation of new services in support of multiple use management of the public lands. Improvements in operations are expected to be sufficient to generate the overall reduction of \$300,000 planned in the coming year.

Many of the new services being initiated are vital to the reductions in regular work that are being effected. They form essential portions of Bureau efforts to make lands available for transfer, clarify ownerships and perform authentic realty services. Through these efforts needless and futile public applications, like those that created huge backlogs in the land offices during the 1950's, will be avoided and unproductive workloads can be eliminated.

The broad classification of public lands, as authorized by the Multiple Use Act of 1964, is basic to the new role of comprehensive realty services. While the land status records will remain unchanged,

such informal auxiliary records will be developed as needed to more clearly express land tenure information to the general public. These will record the designations and classifications called for by the Act and will show the goals and current status of land tenure adjustment programs. They will display specifically needed land adjustments, such as preferred sales of scattered tracts, lands suited for exchange in order to better consolidate permanent management areas, lands suitable for satisfaction of scrip or selection rights, lands suited for urban expansion, management areas which should be managed by non-Federal authorities, etc. Since local governments are essential partners to our programs affecting their jurisdictions, these records will emerge as principal focal points of liaison among participating groups.

As these records become available, it is expected that land tenure actions, especially disposals, will increase. Through the use of rational and simplified procedures, these actions can be accommodated at reasonable costs. Land and mineral patents will be issued locally, on a fully decentralized basis.

The net effect will be increased emphasis on concentrated, efficient realty services, able to handle an increased volume of Bureau-motion transactions at less cost, unencumbered by the previous heavy burden of uncontrolled individual applications, and able to maintain continuing essential "casework" programs (such as mineral leasing) through improved procedures. Paperwork processing and related services will be kept to the minimum necessary to efficiently accomplish land tenure adjustments.

This transformation in operations will be possible within an overall reduction in funds through continued savings from changes already made and further changes which are in process. For example, new regulations have been adopted to streamline oil and gas simultaneous filing procedures. These filings currently are averaging over 25,000 per month, involving over \$250,000 in filing fees. However, the new drawing card procedure eliminates the requirements to serialize any but the successful offers. Unsuccessful offers are returned promptly. This innovation, together with other steps to streamline procedures for handling such filings, is causing significant economies in land office costs and manpower.

Similarly, real advances have been made in the handling of adjudicative workloads. When the moratorium on certain types of land applications was declared in 1961, land and mineral cases pending numbered over 100,000. By the end of 1963 the total had been reduced to 53,512. A year ago cases pending were projected at 46,517 and 41,000 for fiscal years 1964 and 1965 respectively. On June 30, 1964, cases pending

actually were down to 44,409 and are estimated at 35,000 by the end of 1965. Further reductions are anticipated and the present estimate of cases pending at the end of 1966 is 26,000 which may approximate an optimum level. These reductions in pending workloads generate numerous direct and indirect savings in work, formerly necessary to simply "service" the backlogs--filing, re-examination because of outdated information, and responses to inquiries regarding delays in processing.

Actions are being taken to continue the drive for efficiency and economy. An example was the closing of unclassified lands in Nevada to agricultural applications. This measure, which will permit well planned utilization of Nevada's remaining available water supplies, was the result of Federal-State cooperation and will help the Bureau and users alike by halting a heavy influx of petition-applications which would eventually have been rejected after much wasted time, effort, and expense.

In summary, fiscal year 1966 will be an important year of transition as a variety of actions are taken to initiate realty services in support of multiple use management of the public lands.

(b) Land Tenure Analysis and Classification: The estimate of \$4,841,000 is an increase of \$500,000 over 1965 consisting of:

- (1) An increase of \$315,000 for field work to support the broad designation of the public lands which will stimulate land tenure adjustments and support multiple use management.
- (2) An increase of \$185,000 for completion of the recreation inventory on BLM administered lands.

Need for Increase: An increase of \$315,000 is requested to expedite broad designations of the public lands in such a manner that it will stimulate beneficial land tenure adjustments and support multiple use management objectives. The broad designation of the public lands to various management and transfer categories is fundamental to the development of multiple use management of the public lands. The process of designation of the lands will draw upon information gathered in the last few years through the land analysis and minerals inventories which have been made. However, the broad designations of the lands, the auxiliary records systems previously described, and subsequent unit management plans will require intensive field work to insure the use of valid data, the planning of tenure adjustments of benefit to all concerned, and the full recognition of resource values which previously received only limited attention. In this regard the identification, preservation, and protection of archeological, historical, and unique natural areas is especially important and must be appropriately provided for in the development of land classifications aimed at multiple use. Furthermore, the thrust of this new approach,

insofar as beneficial tenure adjustments are involved, heavily depends upon sufficient contact and negotiation with local agencies and groups having a role in planning, zoning, or other phases of local land development. In this connection the new Public Sale Act greatly increases the capability of the Bureau to work constructively towards needed land tenure adjustments. It grants authority to sell public lands provided that certain conditions are met. Among these conditions are the adoption of classification criteria and, very importantly, the existence of enforceable zoning regulations. The basic idea is that zoning should be consistent with standards for each situation, with the local governmental bodies participating in the determination of their adequacy. Thus, local governments are an essential partner in this program and are expected to be of great assistance in the identification of needed land tenure adjustments and the working out of actual transfers. There is a total of approximately 10,000,000 acres in scattered tracts presently administered by the Bureau which needs to be considered cooperatively as potential transfer areas.

The effectiveness of this new legislation in bringing about adjustments in land ownership that will benefit local communities and the management responsibilities of the Bureau is dependent upon sufficient capability to work directly with local people as both broad plans and specific details of land transactions are worked out. It is significant in this regard to note that nearly all of the increase requested for this work is offset by the decrease forecast in Title, Lease, and Records Service. The fact of the matter is that the savings which the Bureau is striving to make by eliminating fruitless work can only come about and be sustained as momentum is gained in the constructive efforts of the Bureau to classify lands, bring information regarding areas of potential transfer to the attention of local government and interested members of the public, and follow through with the negotiations and the detailed work involved in consummating favorable land tenure adjustments.

An increase of \$185,000 is requested in order to complete the recreation inventory on BLM administered lands in fiscal year 1966.

In recent years considerable progress has been made in the identification and evaluation of significant existing and potential outdoor recreation values on public lands in the Western States and Alaska. An intense effort to complete this inventory now is required so that information concerning the BLM administered lands will be available for use by the Bureau of Outdoor Recreation in its national inventory which also is to be completed in 1966. In addition, prompt identification of potential recreation areas will be very helpful in the overall land designation program just discussed.

Plan of Work: The program for fiscal year 1966 is a combination of evolution from prior programs, together with response to new legislation. Significant procedural, conceptual and operational improvements have been accomplished which have paved the way for more productive land management. In one sense, existing programs have become interim programs pending full development of comprehensive unit plans through the total program approach. By 1966 we will be able to put into effect the land tenure adjustment programs derived from the broad classification program now underway.

The accomplishment of multiple use objectives will add new dimensions to existing functions. For example, mineral revenues from public lands are large and often important to State finances, as demonstrated by recently developed potash deposits on public lands in Utah. In such instances, however, we may be rapidly entering into action programs for the protective management of scenic, recreational, scientific, historical, archeological and wildlife values on the same lands. Full evaluation of all resources potential is needed to coordinate extractive and protective resources activities in optimum long range programs.

Specific local plans developed from long range programs will be exposed to constructive participation and suggestion from county and other local groups of interest, including the general public, on a more formal, scheduled basis than heretofore. We expect the extra expense of preliminary local coordination and cooperation to more than "pay off" in greater public acceptance, ease of implementation and suitability to all levels of public need.

The detailed phase of the minerals inventory program will be broadened in 1966, with special emphasis on economic analyses of the data obtained.

Special mining claim investigation projects which have been in the planning stage will be underway in 1966. These involve oil shale mining claims in the States of Colorado, Utah and Wyoming; resolution of uranium ore trespass cases in Colorado; and validity determinations for claims in Death Valley National Monument, California.

Public demand casework requirements will continue to be met promptly. Field investigation and reporting on all casework will be kept current. Where appropriate, over-the-counter sales of tracts classified for disposal will be used to satisfy periodic peak public demands which in the past have been a source of uncertainty in establishing stable programs of land classification and disposal.

Detailed resource analysis studies will be accelerated. Land adjustment studies with the Forest Service and other agencies will continue at previous levels. The withdrawal review program has been merged into a broader program of land use planning, but will be the subject of further close attention in order to make the best possible adjustments consistent with the new Multiple Use Act.

Completion of the inventory of recreational resources, an essential component of the National Outdoor Recreation Plan to be completed by the Bureau of Outdoor Recreation during fiscal year 1966, is a top priority goal. Cooperative arrangements with Federal, State and private agencies and organizations concerned with recreational use of the public lands, including leases and sales under the Recreation and Public Purposes Act and cooperative agreements to utilize the maximum recreational values of the public lands, are specific program objectives for fiscal years 1965 and 1966. Increased emphasis will be placed on protecting from vandalism and abuse sites possessing scenic, scientific, archeological, historic, and recreational values.

- (c) Records Improvement: The estimate of \$781,000 is an increase of \$23,000 to provide for pay raise costs absorbed in fiscal year 1965.

Plan of Work: The new records for Wyoming and for portions of Kansas and Nebraska will be completed in fiscal year 1965. Preliminary work for new records for Colorado has been initiated in fiscal year 1965 and construction of the records will be completed in fiscal year 1966. Preliminary work for Oregon will be completed in fiscal year 1966.

Status of Program

Attention naturally is focused upon programs to implement the new legislation authorized for public sales of lands and multiple use management. Efforts to eliminate traditional but unproductive workloads and to establish new procedures and approaches are directed toward the stimulation of needed land tenure adjustments and the establishment of positive realty services. While this important transition in the management of land and minerals resources is underway, it is important to emphasize that the regular program involving the lease and disposal of non-renewable natural resources generate substantial income well in excess of operating expenses. The lands and minerals programs are the principal revenue producing functions of the Bureau. Total receipts for the past year and those estimated for the current and budget year are as follows:

	<u>O.C.S.</u>	<u>All Other</u>	<u>Total</u>
1964	\$16,491,410	\$129,163,102	\$145,654,512
1965	100,000,000	135,750,000	235,750,000
1966	100,000,000	139,329,000	239,329,000

BUREAU OF LAND MANAGEMENT

2. Management of Grazing Lands

Subactivity	FY 1964 Amount Available	FY 1965 Amount Available	FY 1966 Estimate	Increase (+) Decrease (-)
(a) Administration of Grazing Lands	\$4,837,050	\$5,197,000	\$5,710,000	\$ +513,000
(b) Fire Presuppres- sion	1,100,426	1,126,000	1,126,000	--
	5,937,476	6,323,000	6,836,000	+513,000

(a) Administration of Grazing Lands: The estimate of \$5,710,000 is an increase of \$513,000 consisting of:

- (1) An increase of \$491,000 to move forward toward full management of the public lands in a manner that will prevent further deterioration, protect investments in conservation and foster livestock and wildlife use on a basis that is compatible with other needs of multiple use management;
- (2) An increase of \$22,000 to provide for pay raise costs that were absorbed in fiscal year 1965.

Need for Increase: Management of the public lands is going through an important transition. As the significance of the vast areas of public lands grows, more intensive management is required. As the potential of these lands to meet future needs for grazing and water resources, recreation, wildlife habitat, and simply open space becomes increasingly recognized, their present condition, resulting from past and in some instances current use, becomes more critical. The progress that the times demand makes the management of these lands a formidable task.

The need to curb deterioration and injury to public rangelands resulting from uncontrolled use motivated enactment of the Taylor Grazing Act of 1934. The necessity to expedite conservation of these lands and arrange for their use for a number of purposes on a compatible basis has led to enactment of the Multiple Use Act of 1964.

The betterment of these lands to increase their present and future usefulness to the Nation will require a whole series of actions from classification and tenure adjustment to investment in conservation practices to halt deterioration. However, the central theme must be more adequate management.

Man's use of the lands can actively promote severe deterioration unless skillfully managed. Decades of overuse of range forage by livestock and wildlife (in terms of intensity, season and/or duration) have activated a spiraling process of deterioration in some areas. Plant size has been reduced with a corresponding reduction in root systems. Decreasing plant vigor has weakened resistance to invasion by less desirable species, including poisonous weeds. Losses in foliage have resulted in decreased plant litter. The soil has compacted, the surface has become bare, organic matter in the soil has decreased, and the percolation quality of the soil has been reduced. Under such conditions much needed rainfall has often become an enemy, running off rapidly into expanding gullies, carrying silt and debris downstream to do further damage. The damage done adds to the eventual costs of conservation or is sufficiently severe to create conditions that are physically or economically irreparable.

The significance of management to the overall conservation of the public lands can not be overemphasized. One example of benefits from an increased range management program coupled with the accelerated rehabilitation program is in the Vale District where several large seedings already have been completed. The seedings are now being used to accommodate nearly all of the early spring use in specific allotments. This is giving the outside range a substantial rest during the early spring period. As a result of this arrangement, there are now rather large acreages that originally were planned for seeding that are improving naturally and will not require such intensive treatment. The outside areas have responded very surprisingly to the improved management and the rest they have received through the early spring period. It is apparent in several of the allotments that the total capital investment will be quite a bit less than originally planned. Expenditures for management now are resulting in immediate benefits while avoiding later high expenditures for restorative measures. More intensive management is an essential partner in the conservation of the public lands.

Intensive management coupled with an accelerated rehabilitation program is needed to prevent further injury and to restore damaged lands. The increase of \$491,000 will permit an expansion of management efforts within the framework, and toward the objectives, of multiple use management. Specifically, the increase will be used in four major programs.

(1) As a continuation of the range adjudication program, management of the public rangeland will be intensified and refined to aid in curbing the declining condition of the land and to accelerate natural range rehabilitation. Now that the grazing use has been adjusted to be within the established carrying capacity of the land in most areas, the adjudicated range users expect the Bureau to proceed cooperatively with management plans, expanded studies and improved grazing systems, coupled with accelerated range rehabilitation to curb deterioration.

(2) Measures will be taken to give added protection and management to lands recently treated under the Resource Development and Conservation Program to insure proper use. Necessary adjustments and modification of grazing use and the establishment of rotation or other types of grazing systems must be carried out simultaneously with the rehabilitation program to protect and perpetuate the investment. As an added benefit, full use of the revegetated areas under improved grazing systems will reduce the grazing demand on the native range, thus allowing some areas to improve through natural rehabilitation.

(3) Intensive studies, scientific inventories, and cooperative research will be accelerated to develop new techniques and procedures and to develop information applicable to more varied and intensive resource uses. Cooperative research on problems peculiar to semi-arid and frail lands will be amplified to develop technical information and range measurement techniques and standards which will improve management procedures. Basic facts and data will be provided to precede economic analysis and to permit more accurate evaluation of various resource use possibilities. Economic analyses will be expanded to determine peripheral benefits of rehabilitation and management and the economic values of various land uses. Studies also will be continued to determine appropriate levels of user charges and relationships between dependent ranch properties and the public lands.

(4) The management of wildlife habitat will be expanded. Wildlife use areas with serious range problems will be identified and plans formulated for their improvement. The studies and inventories on critical big game winter ranges will be enlarged to obtain information on the trend of range condition. Wildlife habitat management work in cooperation with State wildlife agencies, Federal agencies, and private wildlife conservation groups such as the National Wildlife Federation, Isaac Walton League, Wildlife Management Institute, Audubon Society, etc., will be expanded.

Plan of Work: The long range goal of the Administration of Grazing Lands Program continues to be the curbing of deterioration and injury to the public lands and obtaining of maximum sustained use of the range resource consistent with an integrated management program. The attainment of the goal demands that the grazing use of the public lands be managed in consonance with the total Bureau program. Effective range management is essential to obtaining the multiple use aspects of the public land. To assure this consonance between resources available and uses to be made, adequate studies, inventories, information on interaction or reaction from competing demands, etc., must be available as a basis upon which to formulate a comprehensive program.

The data collection, the actions taken, and the management plans being prepared are to be included in the planning unit system. Land use management will follow the guidelines of the multiple use plan and will be conducted through more intensive management on defined management areas.

During fiscal year 1966 the adjudication program which will bring the grazing demand in line with the carrying capacity of the land will continue to be emphasized to assure completion by July 1, 1967. Over 1,700 grazing cases will be adjudicated. Also, as a prerequisite to adjudication, 1,900 dependent property surveys and 16.9 million acres of range survey will be completed.

After the equitable apportionment of available forage between the competing qualified applicants as afforded by the adjudication process, followup supervision will be undertaken to assure that terms of the adjudication are being followed and to alleviate trespass. Also, expanded range use supervision on the remaining unadjudicated areas can lessen further range deterioration and ultimately may avoid undue rehabilitation requirements.

In furtherance of this objective management plans are scheduled for completion on over 750 range use allotments. Increased attention will be directed to accelerating and intensifying range studies, including condition and trend, actual use, utilization, range readiness, and allotment analysis. Range studies which appraise the current situation, evaluate the present and potential characteristics of the range resource, and prepare for intensified management and proper development are basic to comprehensive management.

Intensified management will be coordinated with the Resource Development and Conservation program to assure protection of the capital investment in the land, and to prevent further deterioration. Areas needing rehabilitation and development work will be identified and measures taken to assure proper use of the area before, during, and after the development period.

Certain areas because of climatic or geographic limitations can not be artificially rehabilitated or developed but must rely on proper resource use for the restoration or maintenance of natural vegetative cover. Such natural recovery can be assured only through adequate range use supervision.

Increased attention will be given to the management of the public lands lying outside grazing districts. Approximately 2,200 grazing leases will be reviewed and processed, range resource inventories will be completed on 11.5 million acres in the Western States and Alaska.

The wildlife habitat management program will be expanded, especially in critical big game winter areas. Because of the migratory nature of many of the game animals, the fragmented land ownership pattern and the increased demand placed upon the public lands by the various users, a workable integrated wildlife management program can be accomplished only through cooperative efforts with State wildlife agencies, other Federal agencies, and private wildlife conservation organizations. Studies for habitat information will be started on lands used largely by reindeer and other big game in Alaska.

Proper use of the public lands is difficult to obtain without corresponding management and improvement of the intermingled private lands. Much effort will be placed in improving and intensifying cooperative programs with the private land owners and other Federal agencies.

In addition, the regular duties essential to the operation of field offices will be performed. These include, but are not limited to, holding of District and State advisory board meetings, annual review and issuing of over 29,000 grazing permits, leases and licenses, arbitrating of disputes between range users, supervision of use on designated livestock trails, trespass investigations, etc.

(b) Fire Presuppression: The estimate of \$1,126,000 is at the same level as fiscal year 1965.

Plan of Work: Hazard reduction consisting principally of snag felling and flash fuel disposal will be accomplished on 2,800 acres. Some 2,000 miles of firebreaks and truck trails will be developed and maintained to alleviate fire hazards along roadways and in areas of heavily concentrated public use. Decentralization of seasonal fire control personnel, mobilized equipment, and fire tools during the critical fire season will be accomplished to provide faster initial action by reducing travel time, especially in flash fuel areas. Detection facilities will be upgraded in an orderly manner of replacement. Aerial patrols will be increased through the use of contract aircraft. High incidence of man-caused fire requires good detection and fast access for men and equipment to take prompt and effective control measures.

Special emphasis will be continued in training regular fire control personnel and fire suppression crews, Spanish-American laborers and Indians, in the modern techniques of fighting forest and range fires. The Bureau is continuing to take a leading role in the development and operation of department-wide fire training schools covering fire weather, supervision, and air suppression methods. A continued program of fire information and education to the public, investigation of all man-caused fires, and fire law enforcement is contemplated also. Technological changes in electronics together with the need to meet minimum FCC requirements will require the orderly replacement of communications equipment. Other fire equipment including vehicles obtained through War Equipment Surplus will be replaced as required in order to maintain an efficient, safe fire organization force.

The Bureau presently is conducting a study to provide additional information for use in the development of long-term needs and goals of the fire protection program as they relate to integrated resource management. The findings of the study may require some adjustments in the pace and direction of future fire control requirements.

Status of Program

The traditional single use concept of management of the rangelands for grazing of livestock has been replaced by multipurpose uses, such as water production, wildlife habitat, outdoor recreation, etc. Management of the Federal rangelands is an increasingly complicated yet necessary task of coordinating the numerous uses and activities into a total integrated program and obtaining a full and sustained use of the resource.

The importance of the Federal range to the livestock industry alone is exemplified by the fact that in 1964 over 26,000 ranchers and farmers used public rangelands during a part of their year-round operation involving an estimated 10.9 million head of livestock; this is in addition to the nearly three million big game animals that use the public lands.

Adjudication of the grazing resources between qualified competing applicants is basic to the success of the management and the sustained use of the public rangelands. The ten-year adjudication program started in 1957 will be in its ninth year during 1966 and is approximately on schedule. The status of the adjudication program and its related resource inventory and dependent property surveys follows:

<u>Type of Work</u>	<u>Units</u>	<u>Total Requirements</u>	<u>Estimated Accomplishment</u>	
			<u>Through 1965</u>	<u>1966</u>
Resource Surveys	Acres	203,713,000	^{1/} 89	8
Dependent Property Surveys	Cases	17,866	90	5
Adjudication	Cases	17,866	87	10

^{1/} Includes 155,049,000 acres of public land and 48,664,000 acres of intermixed private and State land, within grazing districts.

Adjudication, the basic step to proper management, will be followed by the development and implementation of intensive management plans. These plans, accomplished in cooperation with the range users, will be a part of a total resource management plan. These cooperative plans entail frequent on-the-ground visits to view range areas to be appraised of the effectiveness of current practices, to develop corrective action, and to insure compliance with the approved plan.

Such management, when adequately supervised, will permit increased utilization of seeded areas and reduced use on native range which can ultimately permit natural rehabilitation of some depleted areas that would otherwise need artificial revegetation. However, the staffing rate of one manager per 500,000 acres is inadequate to accomplish the task of proper range management. Extensive condition and trend studies are conducted annually on one-fifth of the land area; these have been maintained on schedule. The intensive studies on actual use, utilization, and range readiness, which should be completed annually on each allotment are far behind schedule. The wildlife habitat management program is operating at a minimum level with one wildlife specialist per State. The program now consists mainly of coordinating efforts of the State and local groups and other Federal agencies with the Bureau's programs. This activity must be expanded to furnish technical direction to all levels of management and to develop basic data upon which integrated management plans can be formulated.

This activity also provides for a fire control organization to carry out a force account program of prevention, detection, and suppression of fires on about 177 million acres of public domain lands in the Western States. Fire risk on these lands continues to increase with the improved access and the intensified public use by recreationists, hunters, and fishermen.

Substantial progress is being made in improved radio communications between detection system and suppression forces, decentralization of suppression forces for faster initial attack, improved detection systems through fixed lookouts and aerial patrols, extension of truck trails and firebreaks to many inaccessible areas, and replacement of obsolete and hazardous equipment.

In cooperation with other protection agencies, public information is being strengthened and law enforcement emphasized to reduce man-caused fires, and intensive training courses are being developed and used for fire control personnel.

BUREAU OF LAND MANAGEMENT

3. Forestry

Subactivity	FY 1964 Amount Available	FY 1965 Amount Available	FY 1966 Estimate	Increase (+) Decrease (-)
(a) Western Oregon	\$4,534,995	\$4,330,000	\$4,345,000	\$ + 15,000
(b) Public Domain	4,300,977	4,558,000	4,641,000	+ 83,000
	8,835,972	8,888,000	8,986,000	+ 98,000

(a) Western Oregon: The estimate of \$4,345,000 is an increase of \$15,000 to provide for pay raise costs that were absorbed in fiscal year 1965.

Plan of Work: All forest management work on Bureau lands west of R.8 E., W.M., in western Oregon, is financed under this activity. Forest development and protection are financed entirely under the receipt limitation appropriation "O&C Grant Lands."

Although the bulk of the timber salvage volume and all of the concentration of forest blowdown resulting from the severe windstorms of 1962 and 1963 have been harvested, the problem of removal of scattered patches of windthrow still remains. Much of this scattered salvage lies in remote and undeveloped areas. Recent reports from entomologists show that Douglas fir bark beetle increases have reached light epidemic proportions in parts of western Oregon. The scattered damaged trees continue to attract beetles, and surrounding tracts of green timber have been attacked. Continued effort to salvage the scattered damaged trees will be made to avert the possibility of major epidemic outbreaks. The many small partial cut sales which must be made to accomplish this salvage harvest demand disproportionate expenditures of manpower in sale administration, access acquisition, and related activity due to their remoteness, scattered nature and small size.

Timber sale offerings will be 1,221 million board feet. Of this volume, approximately 1,100 million board feet will be chargeable to the allowable cut of 1,127 million board feet, and 121 million board feet of salvage and thinning material which will not be chargeable to the allowable cut. The sales of chargeable timber are below the allowable cut in order to continue adjustments to compensate for overcutting in previous years which was necessary to the windstorm salvage program.

The following table shows volume, sales price, and receipts for O&C and CEWR timber sold in 1962, for O&C, CEWR, and PD in 1963 and 1964, and estimated sale and receipts for O&C, CEWR, and PD for 1965 and 1966:

Fiscal Year	BIM Sales		Receipts	
	Vol. Sold (MBF)	Sales Price	BIM	Forest Service
<u>1/</u>				
1962	917,706	22,691,695	27,995,977	4,074,580
<u>2/</u>				
1963	1,567,267	35,979,838	28,141,849	4,051,005
<u>2/</u>				
1964	1,569,337	41,466,178	41,564,537	4,237,021
<u>2/</u>				
1965	1,200,000	30,000,000	34,300,000	4,000,000
<u>2/</u>				
1966	1,221,000	30,525,000	30,900,000	4,000,000

1/ O&C and CEWR only

2/ O&C, CEWR, and PD West of R. 8 E., W.M.

The 2,176,538 acres of commercial forest lands in western Oregon under management by the BIM, represents approximately 8.5 percent of the total commercial forest lands in the Douglas fir region. The volume of timber harvested from BIM lands in western Oregon in 1966 will provide about 64,000 man years of employment. Contribution to the gross national product will be an estimated \$763,000,000.

Special emphasis will be required to update management plans which must be altered due to the results of the disastrous windstorms of previous years. Because of the drastically changed cutting patterns and changed forest composition brought on by the windstorms and resulting salvage efforts, plans which had been developed over many years must be reevaluated and revised to assure that future harvests will provide a continuous orderly flow of forest products.

In western Oregon, intermingled public and private ownership of valuable timber resources requires cooperation in providing access, and necessarily an active trespass program.

It is anticipated that in fiscal year 1966 the Bureau will require 260 easements and agreements covering approximately 260 miles. The Federal Government also grants rights to cross its lands and to use its roads. It is estimated that approximately 210 access permits covering more than 390 miles of road will be granted to persons whose land intermingle that of the Federal Government.

Prosecution and abatement of trespass continue to require substantial attention. A goal has been established to eliminate the backlog of trespass cases in western Oregon by the end of fiscal year 1967. In order to make satisfactory progress toward meeting this deadline, 200 trespass cases must be processed during 1966. Values involved in these cases approximate \$200,000. Equally important, a strong trespass program helps to prevent its occurrence.

(b) Public Domain (excluding western Oregon): The estimate of \$4,641,000 is an increase of \$83,000 over the amount available for fiscal year 1965. The additional funds are programmed as follows:

- (1) An increase of \$40,000 to provide for increased cost of fire contracts in Western States;
- (2) An increase of \$25,000 to intensify firebreak construction and hazard reduction;
- (3) An increase of \$18,000 to provide for pay raise costs that were absorbed in fiscal year 1965.

Need for Increase: The increases requested are to meet higher contractual costs of forest protection and to perform additional fire hazard reduction work to prevent fires and to facilitate fire fighting. Forest management and development programs currently are being performed at levels that are inadequate to support sustained yield forestry on the public lands. However, basic inventory work and reforestation surveys are underway and are scheduled for completion in fiscal year 1965. With this data available, a sound and factually based program for the forestry resources of the public lands will be developed in fiscal year 1966. Requests for funds for these programs in future years will be geared accordingly.

(1) Forest Management: The estimate of \$2,156,000 is the same amount as provided in fiscal year 1965.

Completion of the forest inventory on public domain in 1965 will provide the basic information for the development of forest management plans in fiscal year 1966. With the completion of these management plans, a sound program for the management, sale, and conservation of these forest resources will be possible for the first time. In view of the magnitude and significance of this effort, the balance of the forest management program will be conducted at present levels.

While the allowable cut under sustained yield principles will not be definitively established until inventories are completed, planned offerings of 155 million board feet will be below present estimates of the allowable cut. Actual and estimated volumes and receipts for timber sold from public domain lands, excluding those of western Oregon for fiscal years 1962 through 1966, are as follows:

<u>Fiscal Year</u>	<u>Vol. Sold (MBF)</u>	<u>Sale Price</u>	<u>Receipts</u>
1962*	147,484	\$ 2,037,695	\$ 2,664,923
1963	100,260	1,083,564	1,436,070
1964	100,491	1,331,808	1,352,947
1965	155,000	1,700,000	1,450,000
1966	155,000	1,700,000	1,500,000

* 1962 includes western Oregon public domain;
subsequent years exclude western Oregon public domain.

The 155 million board feet to be offered in fiscal year 1966 will contribute an estimated \$40 million to the gross national product and provide over 8,000 man years of work. In addition to improved resource conservation, sale of the full allowable cut in future years should stimulate additional employment in the timber products industry.

The 1966 program is designed to provide for the acquisition of 240 permits and easements involving approximately 310 miles of road. Granting of rights to use existing roads or to construct roads across Federal lands administered by the BLM will involve 170 permits and 190 miles of road. Continued effort at trespass control is a prime requisite to proper forest management. The requested funds provide for the processing of 252 cases during the fiscal year.

(2) Forest Development: The estimate of \$458,000 is the same amount as provided in fiscal year 1965.

With the completion of reforestation surveys in 1965, the 1966 program can be devoted largely to reforestation work, increasing the acreage to be planted from approximately 3,400 acres in 1965 to 4,000 acres in 1966.

This program is designed so that only denuded forest sites having the highest potential productive capacity will be treated. On these favorable sites, the early establishment of tree reproduction is mandatory if they are to be kept at optimum producing capacity. In many instances where tree reproduction is not immediately established after denudation, undesirable brush species take over the sites. Such brush invasion often complicates watershed protection, delays the establishment of subsequent tree crops, and involves additional costs to remove brush to prepare commercial forest sites for reforestation.

In addition to the actual planting and seeding of 4,000 acres, the program includes the necessary site preparation to provide for proper planting or seedbed, and purchase of seed and planting stock (approximately 3,000,000 seedlings). Stand improvement work designed to promote quality tree growth also is planned for 750 acres.

(3) Forest Protection, Western States: The estimate of \$905,000 is an increase of \$65,000 consisting of:

- (1) An increase of \$40,000 in contract costs;
- (2) An increase of \$25,000 in hazard reduction and construction of firebreaks and trails.

This activity provides for the fire protection of approximately 3.5 million acres of primarily forested public domain land in six States through the negotiation of contracts with fire control organizations which have the best access and facilities to provide such protection. Fire risk continues to increase on these lands due to the intensified public use of recreationists, hunters, and fishermen. Substantial progress has been made through better supervision of contracts, improved access for suppression crews, and the reduction of snags and slash in many areas.

Contracts for fire protection are negotiated on a rate per acre that is generally based on the average of five prior years experience. The negotiations of some contracts may involve amounts in excess of the average due to the severity of the fire season immediately prior to the contract year. Twenty protection contracts will be negotiated in six States and subsequent inspection will be made for compliance to the contracts. In view of fire experience, higher costs must be anticipated.

Hazard reduction work, including snag felling and removal, and construction of firebreaks, will be increased slightly to keep pace with the increased needs in concentrated public use areas. Hazard reduction consisting principally of snag felling and flash fuel disposal will be accomplished on 650 acres. Approximately 20 miles of firebreaks and truck trails will be constructed and maintained to reduce fire hazards along roadways and in areas of heavily concentrated public use.

The acreage and estimated costs for fiscal year 1966 are:

<u>State</u>	<u>Acres</u>	<u>Cost</u>
California	2,056,000	\$ 540,000
Idaho	542,500	112,000
Minnesota	40,700	3,000
Montana	246,000	31,000
Oregon	430,000	58,000
Washington	<u>154,000</u>	<u>30,000</u>
Subtotal	3,469,200	774,000
Supervision		66,000
Hazard reduction		<u>65,000</u>
		905,000

(4) Forest Protection, Alaska: The estimate of \$1,122,000 is the same amount as provided in fiscal year 1965.

This activity provides for a fire control organization to carry out essential force account programs of prevention, detection, and suppression of fires on about 220 million acres of public domain land in Alaska.

Alaska is one of the major nesting grounds of North America and contributes migratory waterfowl to all major flyways. Expanding recreational use of the lands and resources in Alaska increases danger from fires and creates a need for higher protection standards. Higher values are being placed on Alaska's forest resources as a result of increased interest in wood fiber. State and national interest requires more intense protection of wildlife and their habitats. Consequently more emphasis is planned in the fire prevention program of fire information and education to the public, investigation of all man-caused fires, and fire law enforcement. Through cooperation with other agencies, the aerial detection has been improved, and intensive training courses have been developed and used for fire control personnel.

Significant progress has been made in the program since 1957. The annual acreage burned has been reduced from about one million to less than 150,000 acres.

Status of Program

The forestry program of the Bureau plays a major role in the economic well being of local industries and communities. Sound management of the 3,500,000 acres of commercial forest on public domain lands in the Western States (excluding Alaska) and the more than 2,000,000 acres in western Oregon is a necessity if their economic and natural value is to be maintained.

A reliable inventory, kept current, is basic to sound management of timber resources. The inventory on Bureau-managed commercial forest lands will be completed in the 1965 fiscal year. On the basis of this inventory management plans will be developed. As in 1965, 155 million board feet of timber will be offered on land outside of western Oregon pending readiness to offer the full allowable cut. Where markets exist, the full sustained yield allowable cut will be offered from public domain lands in future years and other essential steps in multipurpose management will take place.

In western Oregon the harvest of the concentrated blowdown salvage timber resulting from the devastating storms of previous years was substantially completed as of June 30, 1964. This salvage effort resulted in the selling of 1,964 million board feet with a value of \$47.9 million. Adjustment of timber sale programs to compensate for overcutting due to the blowdown emergency continues. Involved is the recalculation of allowable cuts on at least 6 of the 22 management units. In western Oregon the full sustained yield allowable cut has been offered for the past 11 years. Because of the overcut in 1963 and 1964 attributable to the salvage program, only 1,100 million board feet will be offered against the total allowable cut of 1,127 million board feet. An estimated 121 million board feet of the total 1,221 million to be offered in 1965 will be non-chargeable thinning and salvage cuttings.

Continued emphasis on timber trespass is essential. With the completion of forest inventories and rehabilitation surveys in 1965, the Bureau will be able to give greater attention to the control of trespassing.

The access program of the Bureau continues at an accelerating level as new tracts of timber are marketed and forest lands receive more intensive use. Obtaining and granting of access on private and public lands, respectively, is necessary for efficient management of public resources, as well as assisting private interests in management of their lands.

It is essential to sustained yield forest management that tree reproduction be established at the same rate as areas are being denuded by harvesting, fire, disease or other causes. Reforestation of 4,000 acres of presently non-producing areas of public lands is planned for 1966. Surveys now in progress will assist the Bureau in designing reforestation programs for other cutover and non-producing areas.

BUREAU OF LAND MANAGEMENT

4. Cadastral Surveys

Subactivity	FY 1964	FY 1965	FY 1966 Estimate	Increase (+) Decrease (-)
	Amount Available	Amount Available		
(a) Public Land States, except Alaska	\$2,930,267	\$3,050,000	\$3,081,000	\$ + 31,000
(b) Alaska	1,851,896	1,992,000	1,992,000	-0-
	4,782,163	5,042,000	5,073,000	+ 31,000

(a) Public Land States, except Alaska: The estimate of \$3,081,000 is an increase of \$31,000 to provide for pay raise costs that were absorbed in fiscal year 1965.

Plan of Work: The 1966 program will emphasize surveys, resurveys, and special surveys needed (1) in support of the resource management programs of this Bureau, (2) the official survey needs of other bureaus administering the public land, and (3) in cooperation with the boundary identification, marking, and posting program of the Forest Service. Progress by that agency in the identification and marking of its boundaries is dependent upon the amount of assistance BIM can provide as the only official cadastral surveying service of the Federal Government.

A summary of the 1966 program, including the Forest Service remonumentation program, is presented below:

<u>Purpose of Survey</u>	<u>1/</u> Approx. Area in <u>Acres</u>	<u>2/</u> Approx. Miles of <u>Line</u>	<u>3/</u> Approx. Monuments <u>to be Set</u>	<u>4/</u> Field Party <u>Days</u>
1. BLM land:				
a. Forest and Range Management	1,200,000	1,950	600	3,173
b. Lands and Minerals Program	624,000	1,110		3,040
2. Work mainly for other bureaus:				
a. Miscellaneous surveys for other Federal bureaus (and financed from BLM funds)	181,000		9,400	920
b. Reestablishment of boundary monuments . . .	not measurable in acres			1,000
	2,005,000	3,060	10,000	8,133

1/ Acres resulting from closed traverse as shown on plats of survey.

2/ Miles of line run and monumented which did not result in a closed figure.

3/ Monuments set on the basis of remaining evidence of the original corner without running line.

4/ For purpose of definition, a field party normally consists of a Chief of Party and five subordinate survey aides.

This justification for the first time lists the accomplishments in the above units of measurement. Each term is independent of the others. While line is run and monuments set in obtaining a closed traverse, the miles run and monuments set are not reported under Miles and Monuments.

Examination of technological advances that may be of benefit to this program will continue in fiscal year 1966. At present a thorough test of photogrammetric methods as applicable to resurveys is in progress in the execution of actual resurveys in New Mexico and Idaho. At the present time tests indicate that, from the standpoint of economy, most surveys, especially resurveys, must be accomplished by established ground methods. The results of the two photogrammetric projects underway may be suggestive of procedures which might bring photogrammetric cadastral surveys into a competitive range with ground methods.

(b) Alaska: The estimate of \$1,992,000 is the same amount as provided in fiscal year 1965.

Plan of Work: A summary of the 1966 program follows:

1966 Cadastral Survey Program, Alaska

<u>Purpose of Surveys</u>	<u>Approx. Area in Acres</u>	<u>Approx. Miles of Survey Line</u>	<u>Approx. Monuments to be Set</u>	<u>Field Party Days</u>
1. State Selections	2,500,000	100	50	5,580
2. Smaller Areas	50,000	(not measur- able in miles)		295

Note: Units of measurement have been revised consistent with the system described on page 31.

The State of Alaska is permitted by the Alaskan Statehood Act to select 103,000,000 acres during the first 25 years of statehood. Selections to date by the State total 15.6 million acres. It is anticipated that the Bureau will complete cadastral survey field work on approximately 4.5 million acres of the current selections by the end of fiscal year 1965 and have an additional 6.2 million acres surveyed with the field notes in varying stages of completion. Field survey of an additional 2.5 million acres is planned in fiscal year 1966 which would complete field work on approximately 85 percent of all selections to date.

An essential element of the State selection survey program is the survey of small parcels of land falling within the selected areas to which rights have attached. Before the State can obtain patents to selected areas, such small areas must be segregated from the selection. In addition, the survey of homesteads, small tracts, and other settlement and entry claims peculiar to Alaska, not falling in selection areas, is essential to the patenting of such tracts to Alaska citizens under the various settlement laws. In fiscal year 1966 approximately 50,000 acres of such surveys will be accomplished.

The State selection program in Alaska is particularly susceptible to the use of advanced methods because large areas of land are normally contained in each selection. The Hoversight technique, used with electronic measuring devices, combined with radio communication to Anchorage, computer processing of data, and relay by radio of results back to the field is assisting greatly the performance of this program. This approach makes it possible to survey almost twice the area as with electronic equipment alone and probably more than five to six times the area that would be possible with customary ground methods at the same cost.

Status of Program

For many years the work of the General Land Office and later the Bureau of Land Management consisted primarily of making the original rectangular surveys of public lands. In recent years, though, such activities have been directed towards the survey of common school sections so that title to such lands could be transferred to the States. Now the original survey function has diminished and has been replaced by the enormous job of making resurveys and additional subdivisions of the same land. This also is a responsibility of the Bureau for all the public lands as it is the cadastral surveying service of the Federal Government. The shift in emphasis from original surveys to resurveys has been caused by the increasing land management activities of the Federal bureaus administering the public land. Consequently, it has become increasingly important that isolated tracts of private land be segregated from the adjoining public land. During the settlement period, the arable lands were taken up and purchased in compact blocks, leaving little, if any, public land. On the other hand, the public land in the more arid Western States was entered in a random pattern, leaving large areas of intermingled public and private lands. The proper management of the remaining public land in these cases requires the establishment of interior subdivisional corners not contemplated under the original surveys.

These additional corners and the resulting boundaries have developed thousands of miles of boundaries between public and privately owned land. With such extensive boundaries has come the problem of trespass and the need to assure against trespass in the administration of Government owned land by all management agencies.

To illustrate the problem, the Forest Service has a boundary of 281,168 miles adjoining private land. This boundary requires at least an average of two corners per mile and so, over 560,000 public land markers need to be placed. Current BIM costs for furnishing the standard marker, verifying the corner, refurbishing the witness trees, and correcting the field notes average about \$17.50 per marker placement. Our 1966 program contemplates the placement of approximately 10,000 markers at a cost of \$175,000. At this rate the job will require 56 years to complete.

Many of the corners tentatively identified by the Forest Service crews can not be accepted as actual corners by the BIM cadastral surveyor assigned to the work. When this is the case, some resurvey work is necessary before the corner can be properly located and accepted. In fiscal year 1964, 1,500 miles of open traverse survey line was run to identify section corner locations for remonumentation purposes. Also, some 2,181 monuments were set where identification was established by relation to witness trees or other original points of reference in the immediate vicinity.

The Federal Government owns about 55 percent of the 11 public land States in the West, exclusive of Alaska. Throughout most of this area the surveys were made nearly a century ago and markers of wood or other non-permanent materials were used which subsequently have been lost. In addition, man-made works and activities have contributed to the destruction of corner monuments. The location of corners is fundamental to both private and public development and management of land trespass problems. Delays in the sale of over-age timber and difficulties in planning resource management and development result where ownership lines can not be confirmed from locatable cadastral survey corners. There is an urgent need for the resurvey of some 50 million acres for management and disposal purposes. During the past fiscal year a total of over 1.4 million acres of surveys and resurveys was officially accepted. While resurveys usually compose two-thirds of the work, resurveys represented 74 percent of the total this past year.

In areas where on-the-ground surveys have not yet been made, the Bureau has been able to graphically portray the rectangular system of land surveys by means of protraction diagrams. Designed only as a method to

permit description of lands for administrative purposes short of transfer of title, the protraction system has worked very well and will continue to be utilized for management purposes until regular surveys can be completed. In some very mountainous and inaccessible areas within large public blocks of lands, such as the national forests, protraction diagram surveys should satisfy management needs and more expensive on-the-ground regular surveys may never be necessary.

BUREAU OF LAND MANAGEMENT

5. Soil and Moisture Conservation

Activity	FY 1964	FY 1965	FY 1966	Increase (+)
	Amount Available	Amount Available	Estimate	Decrease (-)
Soil and Moisture Conservation	\$11,051,766	\$12,990,000	\$14,495,000	\$ +1,505,000

The estimate of \$14,495,000 is an increase of \$1,505,000, of which \$1,000,000 is an overceiling request. The increase is composed of the following:

- (1) An increase of \$1,614,000 to accelerate the program of protective measures needed to halt further deterioration of the public lands. Of this total \$850,000 is an overceiling request;
- (2) An increase of \$700,000 to respond to requests for planning and resource conservation work in connection with Soil Conservation Districts, Resource Conservation and Development Projects, and other Federal and State agencies;
- (3) An increase of \$150,000 for P.L. 566 project work as an over-ceiling request;
- (4) An increase of \$41,000 to meet pay raise costs absorbed in fiscal year 1965;
- (5) A decrease of \$1,000,000, the amount of supplemental appropriation in fiscal year 1965 for fire rehabilitation, restoring that program to a total of \$850,000 which should meet the needs of a normal year.

Need for Increase: An increase of \$1,614,000 is required to prevent further deterioration of the public land resources. Soil and moisture conservation is basically a watershed management program. It is a capital investment program with investments in the rehabilitation, protection and increased multiple use capability of the land.

Halting Deterioration: Acceleration of this program is necessary to halt damage to the public lands in areas where it can be controlled. This is essential if further losses and even greater future rehabilitation costs are to be avoided. Current estimates indicate that 44,000,000 acres of public domain land, an area considerably larger than Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, and Connecticut combined, are in poor condition and that nearly 125,000,000 acres, an area almost as large as New York, Pennsylvania, Ohio, Michigan and Illinois, either

continues to deteriorate or is stabilized in low condition. As a result, erosion by wind and water, already extensive, continues to spread. Millions of tons of soil are washed daily from the public lands which lack adequate vegetative cover. Studies of the sediment load for the Paria River, at Lees Ferry, Arizona, for example, show an average annual load of 2,556,880 tons over a ten-year period. This soil is dumped into streams, reservoirs, lakes and rivers thus contributing to the Nation's already critical water pollution problem. Millions of acre-feet of water are lost each year through uncontrolled runoff.

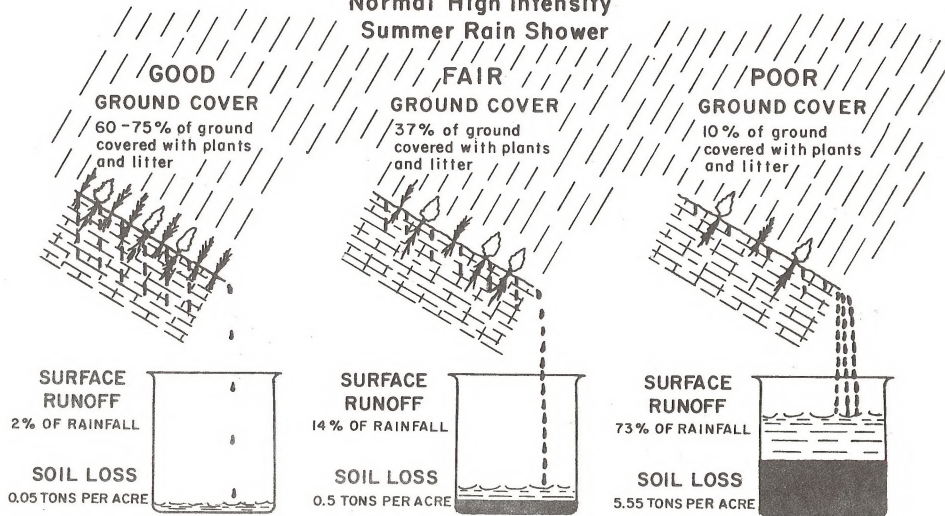
Vegetation plays a most important role in the prevention of excessive runoff and erosion. Good vegetative conditions and resulting plant roots and litter accumulation hold the soil in place and promote infiltration of water into the soil to produce a dependable source of underground water for irrigation and domestic uses. As the condition of the vegetal cover deteriorates, more soil is exposed to permit rainfall to wash over the surface resulting in erosion and excessive runoff. This basic relationship of watershed condition on rainstorm runoff and erosion is highlighted by the diagram on the following page. The economic importance of this relationship is evident in the arid intermountain region where stream flow values have been calculated in excess of \$12 - \$97 per acre of watershed.

The positive results that can be obtained in conserving watersheds, preventing erosion and damaging runoff are illustrated by the Willow Creek watershed of Montana. The public lands of this 536 square mile area were in a deteriorated condition with water carrying away large amounts of soil and carving big gullies in the drainage. Frequent high intensity thunderstorms aggravated this situation. Through the years these conditions resulted in periodic flooding and silt depositing on downstream cities, towns, and farm lands. Studies showed that in the five-year period, 1947-1952, 170 acre-feet of soil was gouged out of one headcut. Through a program of water spreading on 9,000 acres, 9,500 acres of contour furrowing, revegetation on approximately 6,000 acres, and the construction of 158 major water control structures, the entire Willow Creek drainage is under effective control and the watershed problems have been corrected.

Prior to this treatment work the drainage contributed an estimated 77,000 tons of soil annually to the pollution of the Milk River. Currently 75,000 acre-feet of water is being retained annually from accelerated runoff. Forage production, a by-product of this conservation program, has increased 600 percent on the treated areas. As a result of this work, serious erosion, flooding and downstream damage in the town of Glasgow, Montana, was prevented when on July 14 and 15, 1962, the area received a severe rainstorm of 120-year intensity. A similar program with like results has been accomplished in the Centennial Wash near Phoenix, Arizona. Many other watersheds are deteriorating and in need of concentration of funds to correct their damaging effect upon downstream values.

ILLUSTRATIVE EFFECT OF WATERSHED CONDITION ON RAINSTORM RUNOFF & EROSION

Normal High Intensity
Summer Rain Shower



Multiple Use: Multiple uses involving recreation, hunting and fishing, watershed protection and improvement, wildlife habitat protection and development, livestock production and fire protection are directly or indirectly affected by the soil and moisture program. The multiple use benefits of this land rehabilitation program are numerous. For example, in the Divide Creek drainage of the White River in northwestern Colorado, the watershed was badly eroded carrying many millions of tons of valuable top soil silt into the White River. Through a series of water control structures (detention dams, checks, and water spreading), preliminary estimates indicate the erosion and siltation have been reduced approximately 30 percent, forage production increased 200 percent and enhanced fishing and recreation opportunities provided by the resulting reservoirs.

Conserving Lands of Frail Character: Continuing loss of our Nation's wealth through accelerated erosion is exemplified by the frail character of some of the public lands in the Western States. The vegetal cover of these important watersheds is easily broken and surface conditions readily injured, leading to increased runoff and erosion. The current deterioration of this area is resulting in permanent loss of the soil and water resources producing excessive amounts of water and sedimentation to damage downstream economic interests.

A recently completed preliminary frail watershed land inventory indicates 6,300,000 acres of public lands, are in critical need of management attention or conservation treatment. These lands produce excessive quantities of soil sediment to be deposited in the lower reaches of the major river basins. Most of the "frail" lands are in an arid or semi-arid region. Because of low rainfall, they contribute only a small quantity of water. On the other hand, chiefly because of the torrential nature of the rainfall and high erosiveness of the soil, they contribute great quantities of sediment to streams, reservoirs, and irrigation systems. Sedimentation studies conducted by the Geological Survey in the Fifteen Mile area, located in the Big Horn Basin in Wyoming, show that the sediment yield has been reduced from 122 tons per acre-foot in 1952 to 60 tons per acre-foot in 1962 partly the result of watershed treatment started in 1952. The conservation of lands of frail character will be emphasized in the land treatment projects in the Rio Puerco area of New Mexico and in the resource conservation areas of Utah, Montana, and Wyoming.

An increase of \$700,000 is required to be responsive to developing requests for planning and resource conservation work in connection with Soil and Water Conservation Districts, Resource Conservation and Development (RC&D) Projects, and other Federal and State agencies. At the present time, this Bureau has management responsibilities in over 400 Soil and Water Conservation Districts. According to the provisions of

160 agreements completed to date between the Department of the Interior and these Districts, cooperative conservation programs will be undertaken. Plans are now being developed requiring planning and conservation work by BLM on the public lands of these areas.

The Food and Agriculture Act of 1962, P.L. 87-703, authorized local Resource Conservation and Development Areas (RC&D) to receive Federal assistance. During the past year 22 RC&D projects have been established; many more are being considered. To date, six RC&D's involve the Bureau's responsibilities in New Mexico, Oregon, Idaho, and Montana. For example, the Northern Rio Grande RC&D area of New Mexico consisting of four Soil and Water Conservation Districts, New Mexico State agencies, and four other Federal agencies are all actively developing cooperative projects for the 2.8 million acre watershed. This Bureau is expected to keep pace with other cooperating agencies. Similar cooperative efforts are being requested with the Soil Conservation Service, Agricultural Stabilization and Conservation Service, local county and State groups, Farmers' Home Administration, and other Department of the Interior bureaus and State wildlife agencies. The recently enacted Multiple Use Act will broaden further the Bureau's need for cooperative resource management.

The checkerboarding of land ownership, which is common to many public land areas, requires that land rehabilitation and protection programs be undertaken jointly. Coordinated efforts and investments on public and intermingled private lands will provide the most effective and the most economic development of all lands within each individual watershed. The BLM must be able to respond to local requests for assistance in conservation planning and development and to keep pace with the programs of other participants on intermingled land ownership.

A good example of the progress that can result from cooperative programs has occurred in Utah. The Utah Department of Fish and Game and the Bureau shared costs in rehabilitating several thousand acres of public land in poor condition that were heavily used by big game and livestock. Removal by chaining of unproductive juniper cover and replacement with a mixture of soil-holding grasses, forbs, and shrubs increased big game and livestock forage many fold and provided increased watershed protection at the same time. Studies made by the Utah Department of Fish and Game have found forage increases of up to 15 times by the removal of the juniper cover alone. These increases in forage production furnish the means whereby the pressure of livestock use can be transferred into relatively small rehabilitated areas, thus allowing some of the range to improve through natural means. Such cooperative projects provide benefits to all concerned.

An increase of \$150,000 is required to fulfill BLM responsibilities in cooperative planning and conservation practices on public land areas within P.L. 566 (Watershed and Flood Prevention Act) areas. This increased effort is necessary to properly coordinate public land programs with the plans and treatment measures being conducted by other agencies under P.L. 566. This is a change in programming procedures brought about by the House Agricultural Committee's policy requiring each Federal land management agency to finance planning and treatment measures from their respective appropriated funds.

A total of \$850,000 will be made available for the emergency rehabilitation of burned areas. Without conservation treatment, public lands suffer as a result of wildfires which not only destroy the vegetal cover, but also leave the soil vulnerable to accelerated erosion, seriously impair watersheds and subject them to the encroachment of undesirable and poisonous plants. In addition to protecting the soil mantle by seeding deep rooting perennial grasses, the revegetation of burned over areas reduces future fire hazards in the area by preventing the encroachment of flash type annual weeds and grasses. This program level should provide an adequate program for a typical year; however, more extensive damage in a critical fire year might require supplemental funds as was the case in Nevada in 1964.

Plan of Work: The 1966 program highlights the application of several major conservation practices which are compared in the following table with major accomplishments in 1964 and planned for accomplishment for 1965. A substantial portion of these efforts will be directed toward defined management areas where public lands are concentrated and in other areas having high public interests.

SOIL AND MOISTURE CONSERVATION PROGRAM
BY MAJOR PRACTICES

<u>Conservation Practice</u>	<u>Units</u>	<u>FY 1964 Accomplishments</u>	<u>FY 1965 Planned Accomplishments</u>	<u>FY 1966 Program</u>
Water Control Structures	cu.yds.	1,567,000	1,719,400	2,764,000
Other Conservation Practices ^{1/}	acres	212,300	240,000	360,000
Protective Fencing	miles	1,667	1,777	1,894
Undesirable Plant Control	acres	253,500	234,500	368,700
Revegetation	acres	250,200	326,700	386,900
Water Developments	number	1,121	911	1,117

^{1/} Includes contouring, pitting, furrowing, waterspreading, dune control and deep tillage.

The program of conservation measures set forth above emphasizes the construction of water control structures and such treatments as contouring and waterspreading shown under Other Conservation Practices. These measures are directed at halting deterioration, preventing erosion and excessive runoff, and conserving frail land areas. While estimates of the expected accomplishments are shown, the program will be conducted necessarily with considerable flexibility to take advantage of opportunities for cooperative conservation efforts and to further multiple use of the public lands. In addition much of the program properly is committed to continued work in areas where investments already have been made and further work in accordance with developed watershed plans is in order.

In the management of the soil and moisture conservation program, it is of increasing importance that the Bureau have available an analysis of the benefits to be derived from the investments that are made. Comprehensive management studies including biotic (including man), climatic, edaphic and topographic influence on multiple resource characteristics of typical small watersheds are a necessity for this purpose. There is a general lack of knowledge based on BIM lands as the source, concerning how these resources can be integrated into a balanced ecologic unit by use and management. If optimum multiple resources benefit from watershed lands is a realistic goal, certain interrelationships of the various resources (timber, forage, water production, minerals, wildlife and recreation) will require management oriented studies, data collection and economic evaluation of uses and conservation practices. However, conservation efforts must be relatively concentrated and intensive in areas that are studied to provide a basis for economic analysis. During 1964, 91 representative resource conservation areas were identified. These relatively small areas, along with existing larger project areas where investments have been started, are located throughout the public lands. They have been selected to represent the full scope of problems faced by this Bureau in reducing further resource deterioration. By concentrating conservation efforts in these areas and by consciously arranging for the development of data necessary to their study and analysis, the work being done in certain selected areas will contribute to our knowledge of the complex resource management and development possibilities and problems involved in multiple use management of the public lands.

The following table illustrates proposed allocations by States for the fiscal year 1966 program:

SOIL AND MOISTURE CONSERVATION PROGRAM
BY STATES

For Fiscal Year 1966

<u>State</u>	<u>Total</u>
Arizona	\$ 690,000
California	670,000
Colorado	930,000
Idaho	1,300,000
Montana	1,150,000
Nevada	1,712,000
New Mexico	1,690,000
Oregon	1,960,000
South Dakota	18,000
Utah	1,495,000
Wyoming	1,190,000
Prog. Dir., Emp. Comp., Other Expenses . .	690,000
Fire Rehabilitation	850,000
Public Law 566	150,000
	14,495,000

Status of Program

Primary objective of the soil and moisture conservation program is to protect and conserve soil and water resources by bringing excessive runoff water and accelerated erosion under control and to restore watersheds by improving vegetative cover as an integral part of the multiple use and management program. The control of poisonous and noxious weeds is an essential part of this activity. The objectives are being met, for the most part, through revegetation, brush control, land treatment practices and erosion and water control structures. To properly and effectively complete this program requires that the soil and moisture activities be correlated closely with all other resource management activities. Action to bring all uses of the public lands (range, wildlife, forestry, etc.) in balance with the environment by comprehensive soil and moisture conservation treatment is essential to realizing the economic benefits available from the public lands.

Soil and moisture conservation is fundamentally a program for the application of needed watershed improvement practices and the construction of facilities required in the proper rehabilitation, protection and use of public lands and related resources. The demand for multiple uses of the public lands together with expanding investments on these lands and other downstream areas, requires that improvements meet higher design, construction and maintenance standards. Intensified surveys and planning are dictated by the multiple use aspects involving recreation, wildlife, and other public uses which must be incorporated into programs and plans. To conform with long range needs for development and conservation of resources, inventories, conservation needs surveys, site investigations, hydrologic studies and planning are necessary to enable sound and orderly development.

The weed control program, including control of host plants of the beet leafhopper in Idaho, will be continued at current levels in fiscal year 1966. This is the eighth year of a ten-year program for the control of the beet leafhopper. Primary emphasis has been placed on range reseeding with perennial grasses to replace the annual weeds which serve as the host plants of the beet leafhopper.

The long range conservation needs inventory completed during the past year indicates that a \$680,000,000 investment will be necessary to correct the deteriorated land conditions and to restore their productivity.

At the 1965 program level over 57 years would be required to rebuild and protect public land resources by soil and moisture conservation measures. Meanwhile, deterioration continues, soil is lost resulting in lowered production potential necessitating even greater expenditures for rehabilitation. The estimates for 1966 represent a small but necessary acceleration of this vital program as a national investment in the present and future economic utility of a vast area of public land.

The following table provides current estimates of the status of the conservation program in terms of selected major practices.

CONSERVATION ACCOMPLISHMENTS AND NEEDS ON LANDS UNDER JURISDICTION
OF THE
BUREAU OF LAND MANAGEMENT

<u>Practice</u>	<u>Units</u>	<u>Accomplish- ments 1935-1964</u>	<u>Inventory of total needs 1/</u>	<u>Planned 1965</u>	<u>Planned 1966</u>	<u>Remaining Work</u>
Water Control Structures	cu.yds.	20,087,045	242,602,293	1,719,400	2,764,000	217,031,848
Other Conservation Practices	acres	2,779,285	19,125,872	240,000	360,100	15,746,587
Protective Fencing ..	miles	46,771	121,897	1,777	1,894	71,455
Undesirable Plant Control	acres	1,052,188	16,498,780	234,500	368,700	14,843,392
Revegetation	acres	2,095,280	14,797,957	326,700	386,900	11,989,077
Water Developments ..	number	35,679	85,215	911	1,117	47,508

1/ Estimate of conservation needs inventory was completed by the Bureau during 1964. The figures shown are the best estimate at this time prepared by field offices. This reflects the total needs of the public lands. It includes accomplishments to date as well as future needs.

6. Fire Suppression

Activity	FY 1964 Amount Available	FY 1965 Amount Available	FY 1966 Estimate	Increase (+) Decrease (-)
Fire Suppression	\$2,492,251	\$400,000	\$400,000	--

This estimate is for the same amount as in 1965 and represents a continuation of the practice of requesting a token appropriation to be followed with a supplemental request to cover the actual cost of fire suppression.

Plan of Work: Under this activity the Bureau will continue to suppress fires on or threatening lands under its jurisdiction except those protected under contract with States or other Federal agencies (see items "Forest Protection, Western Oregon" and "Forest Protection, Western States" under the activity "Forestry"). The Bureau cooperates closely with States and other Federal agencies in its effort to reduce heavy losses from fires. Modern firefighting techniques, equipment and materials are used wherever possible. The fire danger rating system, air-drop chemical fire retardants, improved radio communications, and smokejumpers are among measures developed to improve firefighting effectiveness. Regular salaries of permanent employees used on an emergency basis during regular duty hours for fire suppression are not included in this estimate.

Status of Program

Fire suppression costs in fiscal year 1964 amounted to \$2,492,251. It is anticipated that total obligations for fire suppression in fiscal year 1965 will be approximately \$4,000,000.

BUREAU OF LAND MANAGEMENT

7. Maintenance of Physical Facilities

Activity	FY 1964	FY 1965	FY 1966 Estimate	Increase (+) Decrease (-)
	Amount Available	Amount Available		
Maintenance of Physical Facilities	\$ 192,748	\$405,000	\$555,000	\$ +150,000

The estimate of \$555,000 is an increase of \$150,000 over the amount available for fiscal year 1965 consisting of:

- (1) An increase of \$50,000 to more adequately meet the annual maintenance requirement of the Bureau structures;
- (2) An increase of \$100,000 to maintain and operate sanitation and protection facilities.

Need for Increase: Annual maintenance needs of offices, warehouses, and fire control buildings increase in direct proportion to the age of the structures. Until such time as the old buildings, many built for the CCC program, are replaced, heavy maintenance must be performed to adequately protect the stores and supplies being warehoused and to insure safe and healthful working conditions for employees. The requested increase is required to meet additional maintenance requirements to keep the structures reasonably safe and useful.

The increase requested for operation and maintenance of sanitation and protection facilities is primarily to meet operating requirements of facilities constructed in fiscal year 1965. Although the sanitation and protection facilities are of the most simple design they must be adequately maintained if they are to serve the intended purpose of concentrating use into supervised and controlled areas, thereby reducing potential fire hazards and the health and sanitation problems. Adequate operation of these facilities is essential especially in areas of very intensive use, such as the Owens Valley in California. Unmaintained facilities will contribute to, rather than diminish, sanitation problems.

Plan of Work: Maintenance of office, employee housing, warehouse, garage, gas and oil storage, lookout, and radio repeater installations will consist of general structural frame repairs, reroofing, exterior and interior painting, and repair or replacement of electrical, water, heating, and plumbing systems. Included also is the maintenance of grounds and yards surrounding the structures, resurfacing of yard areas, and repairs to entrance roads. During fiscal year 1966 individual building maintenance schedules will be completed, and then will be used to govern performance of annual and periodic maintenance work on a regular basis.

Maintenance and operation of sanitation and protection facilities will consist of upkeep of a safe water supply, refuse and waste disposal, general area cleanup and upkeep, painting and repair of facilities, replacement of broken or damaged tables and grills, repair of interior parking roads, parking areas and trails, upkeep of protective fences, road barriers and signs, and insect abatement.

Status of Program

The repair and maintenance of the Bureau's buildings and facilities is a continuing program. Many of the Bureau's 630 buildings are of sub-standard construction and/or of such age that an expanded maintenance program is necessary to keep them operational. It is anticipated that as the older buildings are replaced the annual per unit maintenance requirement will be decreased.

By the end of fiscal year 1965 the Bureau will have sanitation and protection facilities in use in 78 separate locations in the Western States and Alaska. Included are over 1,200 family units for camping or picnicking, nearly 100 miles of foot trails, and appurtenant sanitation and water facilities. Heavy public use of these facilities requires that they be maintained and kept operational during the public use season.

BUREAU OF LAND MANAGEMENT

8. Maintenance of Access Roads

Activity	FY 1964	FY 1965	FY 1966 Estimate	Increase (+) Decrease (-)
	Amount Available	Amount Available		
Maintenance of Access Roads	\$251,037	\$710,000	\$1,010,000	\$ +300,000

The estimate of \$1,010,000 is an increase of \$300,000 over the amount available for fiscal year 1965 to provide for more adequate maintenance of Bureau access roads.

Need for Increase: The increase requested is needed to further reduce the backlog of deferred maintenance while moving towards the performance of an adequate regular preventative maintenance program.

The Bureau's network of roads, totaling some 18,000 miles, must be maintained to provide access to the public lands for resource development, conservation, and protection programs and the rapidly increasing use of the lands by the general public. Exclusive of Bureau use in the performance of its programs, it is estimated that during fiscal year 1966 nearly 20 million visits will be made to Bureau lands for recreation alone and at least an equal number for other purposes, such as mineral exploration, transportation of timber, livestock inspection, etc.

Even with the expanded maintenance program performed in fiscal year 1964 and fiscal year 1965, many roads still remain impassable. A concentrated effort to reduce the huge backlog of deferred maintenance has been initiated with funds made available in fiscal year 1964 and fiscal year 1965. An estimated \$2,300,000 still will be necessary after fiscal year 1965 to complete this effort. New roads and those that have been restored to usefulness require periodic preventative maintenance. As additional new mileage is constructed and major maintenance work completed, regular maintenance work expands and requires additional funds.

Plan of Work: The program for fiscal year 1966 is to perform preventative maintenance on 4,010 miles and corrective or deferred maintenance on 1,730 miles of access road. Emphasis will be placed on maintenance required to reopen high priority roads closed by slides, slumps, and washouts

that provide access within the larger blocks of public lands. Ditching and repair and replacement of culverts will be accomplished to put unusable roads back into the transportation system. Normal preventative maintenance will be performed on the usable roads to prevent further deterioration. Patching and resurfacing is planned for those roads which have had very little maintenance since construction.

Status of Program

A shortage of funds for this activity in past years has resulted in a large backlog of deferred maintenance; in many cases roads have deteriorated and eroded to the point of requiring complete reconstruction. Funds made available in fiscal year 1964 and fiscal year 1965 have permitted significant progress towards reducing the deferred maintenance on those roads which can be salvaged. Preventative maintenance is being done first on those roads subject to the greatest use to provide serviceable access and to protect the original investments.

An annual maintenance plan has been developed for each State which considers the following for each road:

- (1) amount and type of traffic;
- (2) road priority for resource management utilization;
- (3) safe public access to the public lands;
- (4) consideration of contract or force account performance of maintenance.

This maintenance plan is based on an annual condition survey of each road and indicates all the work necessary to bring each road to the original construction standard. Maintenance funds will be used to maintain those roads under jurisdiction of the Bureau but may be used on other roads on an exchange basis with other agencies. Road maintenance priority is based upon need to facilitate resource management programs and public usage.

BUREAU OF LAND MANAGEMENT

9. General Administration

Activity	FY 1964 Amount Available	FY 1965 Amount Available	FY 1966 Estimate	Increase (+) Decrease (-)
General Administration	\$1,780,567	\$1,882,000	\$2,068,000	\$ +186,000

The estimate of \$2,068,000 is an increase of \$186,000 over fiscal year 1965 to provide necessary expanded services to support the growing resource management and development programs and to develop new administrative systems and strengthen existing systems so as to improve manpower and fund utilization.

Need for Increase: Additional funds have not been provided for general administrative expenses since 1958 except to meet all or part of the costs of pay raises that have occurred and a special allowance for additional equipment. In the meantime the Bureau's resource programs have increased dramatically in response to the recognized needs of the resources of the public lands. With growing programs to be serviced, manpower available for general administration has been devoted increasingly to the prodigious task of performing required administrative paperwork in financial management, personnel management, property and procurement, etc. In fact only the advent of automated data processing in the administrative operations of the Bureau has made the maintenance of basic administrative service functions possible.

However, the development and refinement of systems for the handling of administrative work has progressed slowly. Most importantly, systems that would be of particular advantage to management in the improvement of its operations necessarily have been deferred in most instances. Progress that has been made is rapidly approaching the payoff stage if professional management employees can be provided to make use of information and data in the improvement of Bureau operations. For example, the property records of the Bureau presently are being converted to automatic data processing to help meet growing property workloads with available personnel. The automated records also provide opportunities for in-depth analysis of equipment use, condition and replacement plans to determine whether new requirements can be met, in some cases partially or totally by redeployment or better scheduling of present equipment.

The financial management system developed in the past few years on a cost basis is approaching the point where cost trend analysis can point up potential areas for improvement in the utilization of manpower and funds. However, the financial analysis program will remain severely limited without additional personnel.

The situation in personnel management is critical. As the volume of personnel actions has increased without additional help, processing of actions has diverted attention from needed improvements, systems, and information for the conduct of a positive personnel management program. A career advancement system is needed urgently. Training efforts must be reoriented and expanded consistent with a career advancement system. A skills inventory system is under development. The potentialities of new classification series, revisions in qualification standards, and standard job descriptions need to be explored so that classification of jobs can strengthen Bureau efforts towards optimum utilization of personnel. Without additional professional assistance in personnel management these improvements will have to come over a period of several years despite the fact that lack of improvement in these management tools currently hinders the Bureau.

The internal audit program now is prepared to undertake more searching inquiries into the condition of Bureau activities, as well as review of the financial implications. The initial steps that have been taken indicate that substantial benefits can accrue from augmenting the audit program both in scope and intensity.

The analysis of problems in management and organization should be receiving considerable attention throughout the Bureau. However, efforts in this regard which can be assisted by organization and management analysts are very limited as the whole Bureau staff for real organization and management work is limited to five professional positions in Washington. The establishment of organization and management analysts in the field to work with the heads of various field offices in the improvement of management and operations is needed immediately.

In summary funds are requested to strengthen the professional capability of all the administrative functions, to design new systems of management, revise and refine and make greater use of existing systems, and provide more extensive and direct participation in the improvement of Bureau management and operation at all levels so as to improve Bureau performance through better manpower and fund utilization.

Plan of Work: With the increase requested for fiscal year 1966, staffing for performance of administrative operations in the field should be almost adequate to meet regular financial, procurement and personnel management workloads. In addition, initial strengthening of professional staffs will be made including the assignment of organization and management analysts to the field, assignment of personnel to financial analysis involving exploration of possible areas of cost reduction through use of information gained from the revised financial management system. The internal audit staff will be restored to full strength (auditors have been reassigned to meet accounting workloads and their positions left vacant) so that more frequent and comprehensive audits of operations can be made. Personnel will be assigned full time to the development of new systems of personnel management for the Bureau which are urgently needed. With regular administrative functions staffed on an almost adequate basis for the first time, attention will be placed on initiating the development of systems for greater professional management through the entire operations of the Bureau.

Status of Program

The general administration activity includes administrative direction in the Washington and field administrative offices of the Bureau. The objective is to facilitate the work of all offices in their performance of the Bureau's programs. Tremendous increases in the volumes of work in financial, procurement and personnel management have placed severe strains on the administrative organization of the Bureau. It is expected that this situation can be relieved in fiscal year 1966 through the authorization of expanded staffs. The Bureau has initiated programs to utilize automatic data processing in its administrative operations where significant benefits can be attained. Common services provided to the other Bureau appropriations by general administration will continue to be charged to the benefiting appropriations at the rate of five percent.

BUREAU OF LAND MANAGEMENT

Management of Lands and Resources

Proposed for separate transmittal, 1965

Under existing legislation, FY 1965- A supplemental estimate for 1965 in the amount of \$3.6 million is anticipated for the suppression of fire on or threatening lands under the jurisdiction of the Bureau of Land Management.

BUREAU OF LAND MANAGEMENT

MANPOWER REQUIREMENTS, FISCAL YEAR 1966

Many of the programs and activities of the Bureau are closely related to each other. It is quite common to perform services on work related to several activities of the Bureau. The cost accounting system of the Bureau reports employee time on the basis of work performed. Under this method all positions are authorized at the appropriation level and the utilization of employees' time as directed by management generates salary costs chargeable to each of the activities. Consequently, it is not entirely accurate to indicate additional permanent positions requested for a given activity within the appropriation. However, approximate distribution of the increased positions which is consistent with the anticipated use of the personnel to be hired can be provided.

<u>Appropriation and Activity</u>	<u>Increases in Permanent Positions</u>
<u>Management of Lands and Resources:</u>	
Lease and Disposal of Land and Mineral Resources ...	20
Additional realty specialists are requested to accelerate the broad classification of the public lands and to complete the recreation inventory on Bureau administered lands.	
Management of Grazing Lands	41
Additional range conservationists and supporting clerical personnel are requested to carry out an accelerated range management program designed to prevent deterioration of resources through better management, protect the substantial investments in soil and moisture conservation that have been made during the past several years, and promote livestock and wildlife use that is compatible with other needs of multiple use management.	

Increases in
Permanent Positions

Soil and Moisture Conservation 37

Additional range conservationists, agricultural engineers, and supporting clerical personnel are requested to support an increased program to halt further deterioration of the public lands, and to assist with planning and conservation work on cooperative projects with other agencies.

Maintenance of Access Roads 1

With the continued expansion and acceleration of this program, a total of four permanent positions, including the one requested in these estimates, will be utilized to provide professional engineering direction to the maintenance program.

General Administration 22

To provide necessary expanded services to support the growing resource management and development programs and to develop new administrative systems and strengthen existing systems so as to improve manpower and fund utilization.

Total, Management of Lands and Resources 121

Less, transfer to other appropriations 16

Net Total, Management of Lands and Resources 105

The decrease of 16 positions is to better align positions with work performed by appropriation based on experience in fiscal year 1964.

Construction:

Buildings 4

Sanitation and protection facilities 6

10

The additional positions will be utilized for plans and design work and for on-site supervision of construction projects.

Increases in
Permanent Positions

<u>Public Lands Development Roads and Trails</u>	8
This increase represents a transfer of man years from MLR based on actual work performed during fiscal year 1964. This will allow for the employment of additional professional engineering personnel for this program.	
<u>Oregon and California Grant Lands:</u>	
Forest development and protection	-6
The completion of backlogged reforestation during fiscal year 1965 permits a decrease in positions for this activity.	
Operation and maintenance	6
The additional positions are to plan and supervise maintenance of additional access roads and recreation facilities.	
	0
<u>Range Improvements</u>	10
This increase represents a transfer of eight man years from MLR based on actual work performed during fiscal year 1964, and an increase of two positions to support the expanded program for fiscal year 1966 contained in these estimates.	
<u>Advances and Reimbursements</u>	4
Special requests from other Federal agencies for cadastral and mineral surveys necessitates a request for additional manpower for reimbursable work.	
<u>Construction and Rehabilitation, Bureau of Reclamation</u>	
<u>(Allocation to Bureau of Land Management)</u>	4
Actual work experience during fiscal year 1964 indicates that land classification specialists and cadastral surveyors are needed to complete scheduled work which this Bureau performs in support of Bureau of Reclamation programs.	
	—
Total, Bureau of Land Management	141

Within the total positions requested above, a transfer of 16 positions from Management of Lands and Resources to Public Land Development Roads and Trails (8) and Range Improvements (8) is proposed. Experience during fiscal year 1964 indicates that performance of the programs authorized under the latter two appropriations requires more attention than the present authorized permanent positions can provide. Consequently part of the salaries of other employees are paid by these appropriations in order to gain the personal services needed by the programs. While the present situation is workable, the authorization of additional positions for these programs is preferred and, therefore, is proposed on a transfer basis that does not increase aggregate manpower of the Bureau. The establishment of additional regular positions will lead to better performance of the work. For example, the road program will gain additional engineering strength primarily devoted to road construction, rather than assistance by personnel primarily intended for management and conservation of natural resources. This proposal is made as a step aimed at improved manpower utilization.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

CONSTRUCTION

Statement Relating 1964 and 1965 Appropriations to 1966 Estimate
(in thousands of dollars)

1964 total appropriation	300
1965 budget estimate	<u>1,400</u>
1965 total appropriation	1,100
Unobligated balance from prior years	<u>350</u>
Total available for obligation	1,450

Deductions

Access roads	87	
Buildings	664	
Sanitation and protection facilities	<u>700</u>	<u>1,450</u>
Subtotal	--	--

Additions

Buildings	800
Sanitation and protection facilities	<u>800</u>
Total estimate for 1966	<u>1,600</u>

BUREAU OF LAND MANAGEMENT

CONSTRUCTION

Analysis by Activities
(in thousands of dollars)

<u>Activities</u>	<u>1964</u>	<u>De-</u> <u>creases</u>	<u>In-</u> <u>creases</u>	<u>1965</u>	<u>De-</u> <u>creases</u>	<u>In-</u> <u>creases</u>	<u>1966</u>
Program costs:							
1. Access roads ...	216	129	---	87	87	---	---
2. Buildings	166	---	498	664	664	800	800
3. Sanitation and Protection Facilities	---	---	700	700	700	800	800
Total program costs funded	382	129	1,198	1,450	1,450	1,600	1,600

JUSTIFICATION

Appropriation Title

Construction, Bureau of Land Management

\$1,600,000

1. Access Roads -

No estimate is furnished for access roads in fiscal year 1966 under this title in view of the authorization by the 87th Congress of a new section of the Federal Aid Highway Act entitled Public Land Development, Roads and Trails. Small amounts that were unobligated and unexpended as of June 30, 1964, are being utilized under this appropriation during fiscal year 1965 to complete authorized roads and building projects.

2. Buildings

\$800,000

The estimate of \$800,000 is an increase of \$400,000 over funds appropriated in 1965 exclusive of \$263,884 in carryover funds which also are available in that year.

The amount of \$500,000 included in this estimate is for continuation of the second phase of the Anchorage fire control facilities. This project was approved for initial construction in fiscal year 1965 and scheduled for completion in fiscal year 1967 at a total estimated cost of \$1,100,000. Subsequent to passage of the appropriation, a modification of the initial plan was necessitated by the Alaska earthquake and the City of Anchorage post-earthquake reconstruction program which involved the proposed site.

The Bureau now plans construction at a new site location adjacent to the Campbell airstrip on Fort Richardson Military Reservation. This new site is highly desirable for Bureau operations. Because of the necessity of providing acceptable access and gas, water, and sewage disposal facilities not required at the original location, the total project cost will be increased an estimated \$200,000 to a total of \$1,300,000. Approval of this program change has been received from both the House and Senate Appropriations Committees. The Bureau is proceeding with site plans and minor alterations of the building plans to conform to the new location and with negotiations with the Department of Defense for release of the site to the Bureau. The \$400,000 already available and this request for \$500,000 will permit orderly development of this facility to be completed in fiscal year 1967.

In addition \$300,000 is requested to provide new or more adequate facilities for Bureau operations at several locations in the Western States. These projects will provide buildings consistent with Bureau needs and are located in areas where adequate rental facilities are not available. Descriptions of projects follow:

Miles City, Montana, office and warehouse - \$145,000. The present leased space for office and warehouse facilities was formerly a wool warehouse. It is adjacent to a railroad spur and within 20 feet of the main railroad track. It is difficult to maintain any reasonable distribution of heat, and the lighting system is poor. These conditions are not conducive to operating efficiency. The small office space is partitioned off from the warehouse, and can not be economically expanded. The warehouse portion of the building is grossly inadequate and poorly arranged to meet district needs. The ceiling is low and the support columns extending from roof to floor are located only ten feet apart. These restrictions to movement and storage make workable warehousing nearly impossible.

The Bureau owns four acres adjacent to the town which is an ideal location for the facility. It is located on a principal road and is readily accessible to the public. It is large enough for office and warehouse facilities consistent with present and reasonable future needs. There are no adequate rental facilities available in Miles City which has less than 10,000 population.

Vale, Oregon, yard and oil house - \$25,000. Increased management responsibilities concurrent with the implementation of the "Vale Project" required adequate buildings and facilities to obtain efficient operations. A yard site was acquired and a general warehouse and shop were constructed in December 1963. The completion of the Vale facilities will require fire dispatch and warehouse, vehicle parking sheds, paint shop, oil house and yard surfacing. The portion of the project to be completed during fiscal year 1966 is construction of oil house and yard surfacing.

Due to the soil type and lack of drainage facilities, the yard is almost impassable during winter and spring months. The surfacing part of the project will consist of a layer of coarse gravel ten inches in depth and a top layer of finer gravel four inches deep. This will allow easy movement of all heavy equipment. The oil house is needed for separate storage for flammable items and to service Bureau vehicles and equipment.

Price, Utah, district yard surfacing and fencing - \$19,000. This project consists of security fencing, leveling, grading, and surfacing of the yard. Lack of surfacing is presently creating a nuisance to adjacent home owners during the summer months due to the dusty conditions, and during the winter and spring months the lack of surfacing and drainage makes the area almost impassable with equipment and passenger vehicles. This project completes the Price District building complex; the warehouse was constructed in fiscal year 1963 and the office was constructed in fiscal year 1964 under the Accelerated Public Works Program.

Rawlins, Wyoming, shop and yard facilities - \$80,000. This project consists of the construction of shop, equipment and vehicle storage and oil house, and fencing, drainage, leveling and surfacing of the yard and parking lot. During 1964 suburban growth and public pressure resulted in the Bureau moving its warehouse to a new site. The present site is more desirable than the previously leased city-owned site in that it is Bureau owned; is serviced by all public utilities and has good access; is located in a commercially zoned area; and is large enough for present and reasonable future needs. The consolidation of yard facilities at one location will increase the efficiency of district operations. However, the yard presently is unfenced and unsurfaced making its use impracticable from a storage and security standpoint. The repair shop, which will replace a small rented quonset hut, will consolidate all facilities for maintenance of heavy equipment and vehicles. Present rented space is undesirable in that it has no

overhead crane and is located approximately one mile from other Bureau facilities. The vehicle and equipment storage stalls will provide protection to equipment presently exposed to the weather. The proposed oil house is needed to provide separate storage for flammable products which in the interest of safety should be stored separately from other supplies. No rental facilities which will serve adequately the Bureau's needs are available in this city of approximately 9,000 population.

Survey and Design - \$31,000. This amount will be used for advance engineering services on buildings scheduled for construction in future years. Such services will provide information upon which to base more accurate construction estimates at the time building projects are proposed. Advanced engineering examination will permit an upgrading in the professional quality of the final construction plans, and permit selection of building sites most advantageous to Bureau operations.

A summary of the 1966 building construction program follows:

1966 Building Construction Program

<u>Alaska</u>	Anchorage	Fire Control Headquarters	\$ 500,000
<u>Montana</u>	Miles City	District Building Complex	145,000
<u>Oregon</u>	Vale	Yard Surfacing and Oil House	25,000
<u>Utah</u>	Price	Yard Surfacing	19,000
<u>Wyoming</u>	Rawlins	Shop and Yard	80,000
			<u>769,000</u>
		Survey and Design	<u>31,000</u>
	Total		800,000

3. Sanitation and Protection Facilities

\$800,000

The estimate of \$800,000 is an increase of \$100,000 over funds appropriated in fiscal year 1965.

Public lands by law are open to the general public, and annually millions of Americans are using these public lands for camping, picnicking, pack trips, hunting, fishing, water sports, and many other kinds of recreation. It is estimated that nearly 20 million visits will be made for recreation purposes to the public lands during 1966. For the most part these people will find no recreation facilities available. As a result, the land itself will be abused, streams will be polluted, trash left over the grounds, and in many instances devastating fires will result from unattended or unextinguished campfires.

At areas now receiving use, minimum facilities such as tables, fireplaces, and campsites, will be constructed thereby reducing the potential man-caused fire hazard and the health and sanitation problem. Pollution, while not visibly as devastating as fire, is equally as damaging to the resources and to the using public. State and local health officials in several areas have expressed concern about the public menace caused by pollution of the watershed and streams on public lands which furnish water for domestic uses.

The Bureau of Land Management encourages States and local governments to purchase or lease public lands under various land laws for recreation purposes and to accept the responsibility for their development. However, in many cases due to the low tax base and other reasons, a substantial number of the heavily used areas can not be developed by State or local governments and, therefore, the task of furnishing sanitation and protection facilities must be borne by the Bureau of Land Management.

Recreation is an important facet in the multiple purpose program being conducted by the Bureau. It is recognized that extensive public use of the vast areas of public land presents a tremendous challenge to land management. However, at least one major step is clear. Provision must be made for construction of minimum sanitation and protection facilities in the areas of heaviest use to reduce fire and pollution danger to the resources and the using public. The proposed construction will provide minimum facilities such as safe drinking water, safe places to build fires, tables, toilet facilities, and garbage and litter receptacles.

Details of the sanitation and protection construction program
are set forth as follows:

<u>State</u>	<u>Location</u>	<u>Cost</u>
California	Owens Valley	\$ 125,000
Colorado	Drowsy Waters	42,000
	Mud Spring	35,000
Idaho	Salmon River	17,000
	Rabbit Springs	14,000
Montana	Madison River	100,000
Nevada	Red Rock Canyon	40,000
	Wildhorse Reservoir	114,000
New Mexico	Santa Cruz Reservoir	30,000
Oregon	Succor Creek	25,000
	Snake River	13,000
	Prineville Reservoir	39,000
Utah	Canyon Rims	37,000
	Grand Gulch	41,000
	Henry Mountains	25,000
Wyoming	Five Springs	30,000
	Green Mountain	26,000
Survey and design of facilities		<u>47,000</u>
Total		800,000

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Public Lands Development Roads and Trails
(Liquidation of Contract Authorization)

Statement Relating 1964 and 1965 Appropriations to 1966 Estimate
(in thousands of dollars)

1964 appropriation	760
1965 budget estimate	<u>2,000</u>
1965 appropriation in annual act	2,000
Decrease in road construction	2,000
Increase for road construction	<u>2,000</u>
Total estimate for 1966	<u>2,000</u>

ANALYSIS BY ACTIVITIES

<u>Activities</u>	<u>1964</u>	<u>1965</u>	<u>Increases</u>	<u>Decreases</u>	<u>1966</u>
Public lands development roads and trails	760	2,000	2,000	2,000	2,000

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Public Lands Development Roads and Trails
(Liquidation of Contract Authorization)

Status of Cash Authorization for
Liquidation of Contract Authorization

	<u>1964</u>	<u>1965</u>	<u>1966</u>
Appropriation	760,000	2,000,000	2,000,000
Unexpended balance brought forward	--	50,000	--
Total available	760,000	2,050,000	2,000,000
Less: Expenditures	710,000	2,050,000	2,000,000
Unexpended balance	50,000	--	--

DEPARTMENT OF THE INTERIOR

Bureau of Land Management

Public Lands Development Roads and Trails
(Liquidation of Contract Authorization)

Status of Cash Authorization for
Liquidation of Contract Authorization

	<u>1964</u>	<u>1965</u>	<u>1966</u>
Appropriation	\$760,000	\$2,000,000	\$2,000,000
Unexpended balance brought forward	--	49,768	--
Total available	760,000	2,049,768	2,000,000
Less: Expenditures	710,232	2,049,768	2,000,000
Unexpended balance	49,768	--	--

Need for Funds: The Federal Aid Highway Acts of 1962 and 1964 have authorized obligational authority for this program. During fiscal year 1964, the first year of this program, the Bureau had \$2,000,000 in obligational authority and \$760,000 in liquidating cash appropriations. As a consequence \$1,015,379 was obligated and \$710,232 expended. The amount of available liquidating cash precluded obligation of the field program as many of the Bureau's projects are of such size that construction can be completed within the same fiscal year in which contract authorization is made available. In fiscal year 1965 the appropriation for liquidating cash of \$2,000,000 provides full financing for the new contractual authority available in that year. The same amount is requested in fiscal year 1966 to continue this program. On this basis, \$4,750,000 in liquidating cash will be provided cumulatively through fiscal year 1966 to support \$6,000,000 in cumulative contractual authority. This approach provides cash to the extent of 79 percent of available contractual authority, consistent with the Bureau's experience in operating this program. A lesser amount would hinder performance of authorized projects.

An explanation of planned use of new contractual authority available in fiscal year 1966 follows:

Contractual Authorization Program (Obligations)

Section 2 of the Federal Aid Highway Act of 1964 authorized \$2,000,000 in contractual authority for Public Lands Development Roads and Trails for the fiscal year ending June 30, 1966, and \$2,000,000 for the fiscal year ending June 30, 1967. The \$2,000,000 authorized in fiscal year 1966 will permit construction of 120 miles of grading and 22 miles of surfacing on 16 projects. Construction scheduled is based upon requirements in all phases of the resource management, grazing, forestry, protection, rehabilitation, minerals, recreation, and wildlife programs in the promotion of multiple use of the public lands. The close association of adequate access and the execution of the Bureau's responsibilities of management, utilization, and protection of the public lands is illustrated in the following examples:

King Range Road, Humboldt County, California (\$150,000) - A 4-mile segment of a 46-mile continuing road project which when completed will provide access to approximately 53,000 acres of public lands in the scenic King Range area and the Honeydew Creek Resource Conservation Area. Limited access now precludes full utilization of the area for timber production, camping, picnicking, hunting, fishing, and curtails adequate fire protection and resource administration. The completed road will furnish access for the annual sale of five to six million board feet of timber; consequently since logging trucks, recreationists and normal through traffic will be using the road concurrently, a two lane road will be constructed in the interest of safety.

Centennial Range Road, Beaverhead County, Montana (\$220,000) - A 7-mile segment of a 22-mile continuing road project located in the Centennial Range. Not only is the road needed for management, development, and protection of the area but it will also provide access for hunters, fishermen, trappers, prospectors, and recreationists. It will also serve as a scenic route for motorists crossing the continental divide into Yellowstone National Park. This first segment will provide access to approximately 40 million board feet of merchantable timber that is being severely damaged by an infestation of the spruce budworm. Failure to harvest this infected timber will create a potential fire hazard and cause a loss of receipts to the Government as well as increase fire protection and suppression costs and allow a wanton waste of the available resource.

A summary of the road program by State follows:

Arizona	\$ 64,000
California	377,000
Colorado	93,000
Idaho	141,000
Montana	291,000
Nevada	62,000
New Mexico	69,000
Oregon	334,000
South Dakota	50,000
Utah	135,000
Wyoming	139,000
Location, survey, design and easement acquisition	<u>245,000</u>
	2,000,000

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS

Statement Relating 1964 and 1965 Appropriations to 1966 Estimate
(in thousands of dollars)

1964 total appropriation	9,648
1965 budget estimate	<u>8,250</u>
1965 appropriation	9,075
Unobligated balance from prior years	<u>4,419</u>
Total available for obligation	13,494

Deductions:

Construction and acquisition	10,749	
Forest development and protection	1,905	
Operation and maintenance	<u>839</u>	<u>13,494</u>
Subtotal		

Additions:

Construction and acquisition	5,725	
Forest development and protection	1,600	
Operation and maintenance	<u>800</u>	<u>8,125</u>
Total estimate for 1966		<u>8,125</u>

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

OREGON AND CALIFORNIA GRANT LANDS

Analysis by Activities
(in thousands of dollars)

<u>Activities</u>	<u>1964</u>	<u>De-</u> <u>creases</u>	<u>In-</u> <u>creases</u>	<u>1965</u>	<u>De-</u> <u>creases</u>	<u>In-</u> <u>creases</u>	<u>1966</u>
<u>Program costs:</u>							
1. Construction and acquisition	6,184	--	565	6,749	1,024	--	5,725
2. Forest develop- ment and protec- tion	1,226	--	679	1,905	305	--	1,600
3. Operation and maintenance	549	--	291	839	39	--	800
Total program costs	7,959	--	1,535	9,494	1,369	--	8,125

JUSTIFICATION

Appropriation Title

Oregon and California Grant Lands

\$8,125,000

Under this title, 25 percent of the gross receipts from sales of timber and other products on the revested Oregon and California Railroad grant lands is appropriated, bringing together under one appropriation all reimbursable charges against the Oregon and California Grant Lands Fund.

It provides for the construction, acquisition, operation and maintenance of access roads and improvements and for reforestation and protection on the revested Oregon and California Railroad grant lands and on other Federal lands in the Oregon and California grand lands counties of Oregon.

Existing legislation provides that the O&C counties shall receive, in lieu of tax payments, up to 75 percent of the gross revenues from these lands. The Association of O&C Counties has recommended that one-third of the amount due from receipts, or 25 percent of the total gross receipts, be appropriated for access road construction and maintenance, reforestation, and improvements and be reimbursed to the Treasury from funds otherwise payable to the counties.

The estimate for fiscal year 1966 for this appropriation totals \$8,125,000, a decrease of \$950,000 from the total of \$9,075,000 estimated for fiscal year 1965. Receipts available to this appropriation include in 1965 the very large volume sales of salvage timber from the 1962 and 1963 windstorms. The 1966 estimate reflects a more normal program.

(1) Construction and Acquisition -

1964 - \$6,060,082 ; 1965 - \$10,749,484; 1966 - \$5,725,000

The estimate of \$5,725,000 is a decrease of \$850,000 from the amount available for 1965 exclusive of carryover funds in the amount of \$4,174,484. The program is for the construction of access roads and recreation facilities in the valuable timber lands in western Oregon.

(a) Access Roads

The amount of \$5,025,000 is a reduction of \$1,300,000 from the amount available for 1965 and is based on anticipated receipts. These funds will be used for the construction, improvement, and acquisition of roads and bridges in support of the management of the O&C revested lands in western Oregon, including roads to be constructed by the Forest Service on O&C lands administered by that agency. Also included is reconnaissance, survey, and design, rights-of-way agreements, and acquisitions for future construction projects.

The access road system is fundamental to and quite often the controlling factor in the development, protection, and management of forest lands. The continued expansion of this system into undeveloped areas of mature, overmature, decadent, and scattered salvage timber stands is essential to a well-balanced schedule of timber harvest. The failure to provide adequate access often results in prematurely cutting developed drainages of thrifty rotation-age stands, and is disruptive to long-run, maximum timber yields. Providing access affords the bidding opportunities and competitive interest to all prospective buyers for timber products.

These roads are used in all management phases of forestry, including protection, rehabilitation, inventories, transportation of both Government and private timber, as well as public access for recreation, and other purposes.

The program for fiscal year 1966 includes surfacing of 55 miles, grading of 5 miles, bridge construction, rock production for road repair and surfacing, and acquisition of 180 easements. At the end of fiscal year 1964, 442 miles of mainline access road have been completed and 83 miles were under construction. Acquisition of easements and rock production for surfacing are kept current to the timber sale program.

(b) Recreation Construction

The estimate of \$700,000 is an increase of \$450,000 over the amount available in fiscal year 1965. This program increase is for facilities to be developed by the Forest Service on O&C lands administered by that agency. The remaining \$250,000 for construction by this Bureau is identical to the amount available in fiscal year 1965.

Through timber sales and the access road program, the Bureau has opened many previously remote areas of high recreational value for general public use. The unregulated use of these areas by an increasing number of the public create fire and pollution hazards which endanger both the resource and the using public. The construction of recreational facilities including provisions for access thereto began in fiscal year 1961 in the O&C area. This continuing program minimizes or eliminates the hazards of unregulated use by providing potable water supplies and sanitary, picnic, campfire, and camping facilities in carefully selected areas.

Details of the construction and acquisition program are shown in the following tables:

OREGON AND CALIFORNIA GRANT LANDS
Fiscal Year 1965 Program

Availability:

Unobligated balance as of 6/30/64, brought forward	\$ 4,174,484
Fourth quarter FY 1964 receipts warranted in July 1964	3,253,000
Estimated authorization, FY 1965	6,575,000
Less estimated fourth quarter FY 1965 receipts warranted in July 1965	<u>-3,253,000</u>
Available for 1965 program	<u>10,749,484</u>

Utilization:

Bureau of Land Management		
Planning, reconnaissance	\$485,000	
Acquisition	979,890	
Recreation	<u>44,400</u>	1,509,290
Bureau of Public Roads		
Surveys	300,000	
Recreation	250,000	
Construction	<u>7,007,674</u>	7,557,674
Forest Service, Roads		<u>1,682,520</u>
Total 1965 program		<u>10,749,484</u>

Details of Road Construction Program, BLM Lands, FY 1965

Continued work on going projects	\$ 1,155,203
Rock Creek, grading 10 miles	1,120,000
Cow Creek, grading 3 miles	760,000
South Nestucca, grading 14 miles, surfacing 7 miles	950,000
Cow Creek, surfacing 19 miles	430,000
South Fork Alsea, grading 6 miles	415,000
Burnt Mountain, surfacing 22 miles	815,000
Tyee, surfacing 11 miles	470,000
Miscellaneous Rock Production	692,471
Miscellaneous Small Bridges	200,000
Total, 1965 Road Construction Program, BLM Lands	7,007,674

OREGON AND CALIFORNIA GRANT LANDS

Fiscal Year 1966 Program

Availability:

Estimated fourth quarter FY 1965 receipts warranted in	
July 1965	\$ 3,253,000
Estimated authorization, FY 1966	5,725,000
Less estimated fourth quarter FY 1966 receipts warranted in	
July 1966	<u>-3,253,000</u>
Available for 1966 program	<u>5,725,000</u>

Utilization:

Bureau of Land Management		
Planning, reconnaissance	\$ 510,000	
Acquisition	460,000	
Recreation	<u>250,000</u>	1,220,000
Bureau of Public Roads		
Surveys	250,000	
Construction	<u>3,255,000</u>	3,505,000
Forest Service		
Roads	550,000	
Recreation	<u>450,000</u>	<u>1,000,000</u>
Total 1966 program		<u>5,725,000</u>

Details of Road Construction Program, BLM Lands, FY 1966

Twin Sisters, surfacing 16 miles	\$ 620,000
Stuslaw, surfacing 6 miles	190,000
Rock Creek, surfacing 5 miles	165,000
Little Lobster Road, surfacing 5 miles	200,000
Deadman, surfacing 5 miles	260,000
Elk Creek, surfacing 5 miles	200,000
Dovre Creek, surfacing 3 miles	120,000
Middle Creek, surfacing 6 miles	250,000
Union Creek, surfacing 4 miles	160,000
Cantrall, segment B, grading 5 miles	200,000
Miscellaneous Rock Production	660,000
Miscellaneous Small Bridges	230,000

Total 1966 Road Construction Program, BLM Lands . . 3,255,000

(2) Forest Development and Protection

1964 - \$1,151,867; 1965 - \$1,905,051; 1966 - \$1,600,000

(a) Forest Development

The estimate of \$850,000 is a decrease of \$250,000 from the amount available for 1965, exclusive of carryover funds. This reduction is possible due to the scheduled elimination of the pre-windstorm reforestation backlog on the O&C lands in fiscal year 1965. In 1966, as in 1965, forest development will be totally financed from the receipt limitation "O&C Grant Lands" appropriation.

With the increased national demands for timber products, and in support of sustained yield forest management, all potential timber producing lands must be fully utilized. The estimate for this program will provide for the reforestation of 25,000 acres. This will allow for reforestation of areas harvested on O&C lands on a current basis; the elimination of reforestation backlog on intermingled public domain lands will be accomplished by the end of fiscal year 1967. This long-term investment will produce an estimated average annual timber growth of 12.5 million board feet, valued at current market prices at over \$312,000.

Even under most favorable conditions only one-half of the areas scheduled for reforestation could be expected to regenerate naturally in ten years. If this course of action were taken, it could result in a growth loss value of over \$1.5 million in that decade. In addition to the economic considerations if denuded areas are not reforested, critical topsoil loss may result from erosion with resulting siltation of streams and reservoirs and site deterioration.

The program includes 6,500 acres of site improvement work to prepare areas for planting and seeding. These areas, capable of producing valuable commercial timber, are presently overgrown by brush and grass which precludes natural reforestation. In addition, 1,500 acres of stand improvement to accelerate growth on selected young timber stands is planned.

Although all potential timber producing areas requiring treatment will have been reforested on O&C lands by the end of fiscal year 1965, a full appraisal of the results of this increased reforestation effort has not been completed. Items which may affect results of the treatment include animal damage, planting failures and salvage areas which have failed to reforest under natural conditions. Upon further examination and appraisal of findings, it may be necessary to increase this program accordingly.

(b) Forest Protection, Western Oregon

The estimate of \$750,000 is an increase of \$50,000 consisting of:

- (1) an increase of \$30,000 to cover increases in contract costs;
- (2) an increase of \$20,000 for hazard reduction and construction of firebreaks and trails.

Contracts for fire protection on approximately 2.4 million acres of forested O&C and public domain lands in western Oregon are negotiated with the State of Oregon and the Forest Service on a rate per acre that is based on their average cost for the last five years for fire suppression, maintenance, replacement, additional facility and equipment, and the fire prevention program. The average cost has increased thus necessitating an increased contract price. The Bureau must also contribute to presuppression and control measures by removal of snags, slash disposal, and development of firebreaks and trails, thus reducing fire incidence.

Work to be performed by the Bureau will consist primarily of hazard reduction (snag felling and flash fuel disposal) on 650 acres. Also, 95 miles of firebreaks and trails will be constructed and/or maintained to reduce fire hazard in specific blowdown areas and in areas of heavily concentrated public use. Closer supervision of contracts for compliance to specifications is planned and, in addition, a more concentrated effort on investigation of man-caused fires and an expanded program of law enforcement is contemplated.

The acreage and estimated costs for fiscal year 1966 are:

	<u>Contract Cost</u>
2,385,000 acres protected	\$ 656,000
Snag felling, slash disposal, firebreaks, and trails	68,000
Supervision and inspection	<u>26,000</u>
Total	750,000

(3) Operation and Maintenance

1964 - \$563,356; 1965 - \$839,384; 1966 - \$800,000

The increase of \$100,000 over the amount available for fiscal year 1965, exclusive of carryover funds, is to provide adequate protection and maintenance of constructed and acquired access roads and recreation facilities on Bureau lands in western Oregon.

An amount of \$50,000 of the requested increase will be used to keep roads constructed in 1965 in a usable condition. During fiscal year 1965 the Bureau will construct with O&C appropriation funds, or will acquire under terms of timber sale contracts, over 400 miles of access road which will be retained and made a part of the transportation system. Until these roadbeds have stabilized, heavy maintenance costs can be expected.

Effective and regular road maintenance is essential in western Oregon to insure the movement of both government and private timber and to avoid extensive repairs. These roads receive heavy logging use during the rainy season, and if inadequately maintained, are highly susceptible to rapid deterioration. Washouts alone can entail considerable relocation of adjacent undamaged segments of the affected road, often requiring additional easement acquisition as well as increased capital investment. Temporary road closure due to improper maintenance can prevent replenishing depleted mill log inventories during the critical winter and spring months, resulting in hardship to loggers and mill operators.

In addition to maintenance performed with appropriated funds, fees for road maintenance are paid by purchasers of Government timber as a condition of timber sale contracts and by timber haulers using the roads under permits.

An increase of \$50,000 is requested to adequately operate and maintain new facilities constructed during fiscal year 1965 and to perform additional maintenance on already constructed facilities. Recreation use by the public has expanded. As the facilities become better known, the public is making more intensive use for a longer period of time. Thus, more operation and maintenance funds are required. Also, many of the recreation sites are within heavy rainfall areas and the interior roads and parking areas, etc., are subject to a high rate of deterioration if not properly cared for. In addition, this heavy rainfall necessitates extensive spring maintenance to get the facility ready for operation before the first visitors arrive. The total amount of \$100,000 included in this estimate for maintenance of recreation facilities includes disposing of garbage, maintaining firewood supplies, servicing sanitary facilities, repairing and maintaining equipment, and testing water supplies.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

RANGE IMPROVEMENTS (RECEIPT LIMITATION)

Statement relating 1964, 1965 and 1966 programs
(in thousands of dollars)

1964 appropriation.....	\$1,248
1965 Budget estimate.....	1,523
1965 appropriation.....	1,397
1966 Estimate.....	1,455

JUSTIFICATION

Range Improvements, Bureau of Land Management (receipt limitation)

Appropriation 1964	Estimate 1965	Estimate 1966	Increase (+) Decrease (-)
\$1,247,730	\$1,396,668	\$1,455,000	\$ +58,332

Need for Increase: An increase of \$58,000 is estimated based on the anticipation of a small increase in receipts. This is an annual indefinite appropriation derived from grazing fee receipts in accordance with sections 4 and 10 of the Taylor Grazing Act (48 Stat. 1269), as amended. Included also, are receipts from Bankhead-Jones Farm Tenant Act lands transferred from the Department of Agriculture by Executive Order 10787, dated November 6, 1958.

Plan of Work: Approximately 178,000,000 acres of public grazing lands which include over 2,000,000 acres of Bankhead-Jones lands will require range improvements to preserve the forage resources. Twenty-five percent of grazing fee receipts from public lands outside grazing districts, all receipts above 20 cents per AUM on Bankhead-Jones lands, and 33-1/3 percent of receipts from grazing lands inside grazing districts are designated as a range improvement fund which are applied to improvements on the range. Receipts in fiscal year 1966 are estimated at \$5,012,000, which includes the sum of \$300,000 from Bankhead-Jones lands. These estimates are based upon a grazing fee of 30 cents per head per month.

The Range Improvement program involves the application of several major range improvement and facilitating projects designed to provide for better use of the public lands and for the maintenance of existing conservation and development projects. This program assists in improving livestock distribution and control and wildlife habitat, and is conducted to a large extent in cooperation with livestock operators authorized to make grazing use of the public lands. The following table comparing the 1965 and 1966 planned accomplishments indicates the program contemplated.

Range Improvement Program by Major Practices

<u>Practice</u>	<u>Units</u>	FY 1965 Planned <u>Accomplishments</u>	FY 1966 <u>Program</u>
Water Development	Number	329	353
Fencing	Mile	740	578
Revegetation	Acre	6,200	9,000
Plant control	Acre	17,100	23,800
Maintenance	\$	309,000	314,000

Status of Program

This is a continuing program for maintenance and construction of range improvements to further the objectives of conservation and proper use of the forage resources on the public lands by such measures as drift and boundary fences, development of stock water, and reseeding.

JUSTIFICATION

Expenses, sale of timber, etc., on reclamation lands

Appropriated 1965 (Estimate) (in thousands of dollars).....2

Estimate 1966.....2

The cost of making and administering timber sales by the Bureau of Land Management on reclamation withdrawn lands is refunded to the Bureau of Land Management from timber sale receipts (41 Stat. 202; 53 Stat. 1196).

JUSTIFICATION

Leasing of grazing lands, Bureau of Land Management (receipt limitation)

Appropriated 1965 (Estimate) (in thousands of dollars)..... 1

Estimate 1966..... 1

The Act of June 23, 1938 (52 Stat. 1033), authorized the Secretary of the Interior to enter into leases for the rental of grazing lands with States, counties, or private parties when the leasing of such lands will promote the orderly use of grazing district lands and aid in conserving the forage resources of the public lands therein. Under the Act, rentals paid the lessors may not exceed the grazing fees paid the United States for grazing privileges on the land.

JUSTIFICATION

Payments to Oklahoma (royalties),
Bureau of Land Management (receipt limitation)

Appropriated 1965 (Estimate) (in thousands of dollars).....3
Estimate 1966.....10

The joint resolution of Congress approved June 12, 1926, provides for payment to the State of Oklahoma of $37\frac{1}{2}$ percent of oil and gas royalties received from the south half of the Red River, Oklahoma. The payment is in lieu of all State and local taxes upon Kiowa, Comanche, and Apache tribal funds received from such lands under the Act of March 4, 1923 (42 Stat. 1448), and is to be used by the State for the construction and maintenance of public roads, or for the support of public schools, or other institutions of learning.

JUSTIFICATION

Payments to Coos and Douglas Counties, Oregon, from receipts,
Coos Bay Wagon Road grant lands

Appropriated 1965 (Estimate) (in thousands of dollars).....	825
Estimate 1966.....	900
Increase.....	75

Not to exceed 75 percent of the receipts in any one year from the Coos Bay Wagon Road grant lands in Oregon are for payment annually, in lieu of taxes, to Coos and Douglas Counties, as provided in the Act of February 26, 1919 (40 Stat. 1179), and the Act of May 24, 1939 (53 Stat. 753-754).

The increase reflects an anticipated increase in receipts from these lands in fiscal year 1966.

JUSTIFICATION

Payments to counties, Oregon and California grant lands

Appropriated 1965 (actual) (in thousands of dollars).....	21.136
Estimate 1966.....	16.250
Decrease.....	4,886

In accordance with Title II of the Act of August 28, 1937 (50 Stat. 876), 75% of the moneys deposited in the Oregon and California land grant fund is paid to the counties in which the reverted lands are situated.

However, the "Oregon and California Grant Lands" appropriation of the Bureau of Land Management provides that 25% of the receipts collected from sale of timber and other products on the O&C lands are available for construction, operation, maintenance of access roads, reforestation, and other improvements on the O&C lands and other Federal lands in the Oregon and California land-grant counties of Oregon. The amount appropriated will be a reimbursable charge against the Oregon and California land grant fund and be reimbursed to the general fund of the Treasury. The estimate of \$16.250 million to be paid to the counties in FY 1966 is based on an estimated total receipts of \$32.5 million collected from the sale of timber and other products on the O&C lands during fiscal year 1966.

JUSTIFICATION

Payments to States (grazing fees)
Bureau of Land Management

Appropriated 1965 (Estimate) (in thousands of dollars)..... 2

Estimate 1966..... 2

Section 11 of the Act of June 28, 1934 (43 U.S.C. 315j) provides that 33 1/3 per centum of all grazing fees received from each grazing district on Indian lands ceded to the United States for disposition under the public land laws, be paid to the State in which said lands are situated.

JUSTIFICATION

Payments to States (proceeds of sales), Bureau of Land Management
(receipt limitation)

Appropriated 1965 (Estimate) (in thousands of dollars)..... 229
Estimate 1966..... 226

This appropriation is made to fulfill the Government's obligation to the States under various Acts of Congress, which provide that 5 per centum of the proceeds of sales of public lands and various materials therefrom, after deducting all the expenses incident to sale, shall be paid to the States for education or for making roads and improvements.

JUSTIFICATION

Payments to States from grazing receipts, etc.,
public lands outside grazing districts, Bureau of Land Management

Appropriated 1965 (Estimate) (in thousands of dollars).....	319
Estimate 1966.....	350
Increase.....	<u>31</u>

Payments are made to States of 50 per centum of moneys received as grazing fees from public lands outside grazing districts, under the provisions of section 15 of the Act of June 28, 1934, as amended (43 U.S.C. 315i, 315m).

The increase reflects anticipated increase in receipts.

JUSTIFICATION

Payments to States from grazing receipts, etc.,
public lands within grazing districts,
Bureau of Land Management

Appropriated 1965 (Estimate) (in thousands of dollars).....	309
Estimate 1966.....	333
Increase.....	<u>24</u>

Under the provisions of section 3 of the Act of June 28, 1934 (43 U.S.C. 315b), 12 $\frac{1}{2}$ % of receipts from grazing fees from public lands within grazing districts is paid to States in which the lands are situated.

The increase reflects anticipated increase in receipts.

JUSTIFICATION

Payments to States from grazing receipts, etc.,
public lands within grazing districts, miscellaneous
Bureau of Land Management

Appropriated 1965 (Estimate) (in thousands of dollars)..... 10
Estimate 1966..... 10

Under the provisions of the Act of June 28, 1934, as amended, this appropriation is provided for payment to States of amounts received from grazing fees on miscellaneous lands within grazing districts which are not susceptible to a standardized and uniform distribution on a percentage basis. (43 U.S.C. 315).

JUSTIFICATION

Payments to States from receipts under Mineral Leasing Act

Appropriated 1965 (Estimate) (in thousands of dollars).....	52,020
Estimate 1966.....	53,168
Increase.....	<u>1,148</u>

This is an appropriation for payment of 90% to Alaska and 37 $\frac{1}{2}$ % to western States of receipts from bonuses, royalties, and rentals under the provision of the Mineral Leasing Act (30 U.S.C. 191), and 37 $\frac{1}{2}$ % of receipts from bonuses, royalties, and rentals from leases of potash deposits under the Act of February 7, 1927, (30 U.S.C. 285).

The increase requested for 1966 is based on anticipated increase in the total receipts from these sources.

JUSTIFICATION

Payments to counties, national grasslands

Appropriated 1965 (Estimate) (in thousands of dollars).....	123
Estimate 1966.....	140
Increase.....	<u>17</u>

This account consists of amounts appropriated from revenues received during each calendar year from the use of submarginal lands transferred from the Department of Agriculture by Executive Order No. 10787, dated November 6, 1958. Twenty-five percent of the net revenues is used for school or road purposes or both (7 U.S.C. 1012).

JUSTIFICATION

Expenses, Public Land Administration Act

Appropriated 1965 (Estimate) (in thousands of dollars)..... 1,200
Estimate 1966..... 1,200

Section 301 of Public Law 86-649, approved July 14, 1960, authorized the appropriation of moneys received as a result of forfeitures by timber sale contractors for failure to restore areas damaged by cutting operations and other amounts received in settlement of damage to timber lands. Section 302 of the Act authorized the appropriation of moneys received from road users for road maintenance. The amounts appropriated are to remain available until expended. Any amounts in excess of the cost of doing the work authorized are required to be transferred to miscellaneous receipts (74 Stat. 507-508).

JUSTIFICATION

Contributed funds, Bureau of Land Management

Appropriated 1965 (Estimate) (in thousands of dollars)..... 500

Estimate 1966..... 500

The Bureau of Land Management program for rehabilitation of the public domain range lands receives tangible support from funds contributed by range users. Contributions may also be accepted for the improvement, management, use and protection of the public lands under its jurisdiction including the acquisition of rights-of-way and for cadastral surveying performed on federally controlled or intermingled lands.

JUSTIFICATION

Expenses, public survey work

Appropriated 1965 (Estimate) (in thousands of dollars)..... 45

Estimate 1966..... 45

The Bureau of Land Management surveys lands at the request of individuals who deposit funds to pay the cost incident to their request.

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JUSTIFICATION

Trustee funds, Alaska townsites, Bureau of Land Management

Appropriated 1965 (Estimate) (in thousands of dollars)..... 5

Estimate 1966..... 5

Funds received by the townsite trustee are deposited into this account and are then available to defray the cost of maintenance and sale of townsites.

